

LAND ACQUISITION AND MANAGEMENT

OTTAWA AND RIDEAU RIVER CORRIDORS

INTRODUCTION

This report is one of three which sets out Council's policies towards the Ottawa and Rideau River corridors. The other two are:

Amendment No. 20 to the Regional Official Plan

Operational Policies -
Ottawa and Rideau River Corridors

The recommendations on land acquisition and management which were contained in the earlier report (February 1980) published for public response generated considerable reaction and the Planning Department has examined each of the points raised and responded to them in five volumes published separately.¹ The policies that are contained in this report are in conformity with the Planning Department's analysis and conclusions with regard to the points raised. It is therefore advisable that the responses as well as this report be read by those so interested.

TYPES OF, AND NEED FOR, RECREATIONAL LAND AND FACILITIES

Types of Activities and Facilities Best Suited for the River Corridors

Although there are a great variety of recreational activities that could be provided for in the corridors, it is suggested that the most appropriate are those that require a water, or a land and water environment, as opposed to activities which do not require a river corridor location. Within this context the types of recreation would primarily include: swimming, wading, different types of boating, fishing and waterskiing. These activities generate a need for land for beaches, for other water access areas and over-night campsites for boaters; and for facilities such as launching ramps, fishing piers and mooring docks.

The above are the principle types of activity and facility that relate to river oriented recreation although land could also be developed or used for ancillary benefits (e.g. a picnic site as part of a water access area, cross-country skiing in a riverside park). Picnic sites could be used not just by people participating in water recreation but as they also relate to the proposed scenic routes along the rivers they would benefit motorists and cyclists.

Another type of interest is to protect special views of the water from development. In some cases it is suggested that certain views are of sufficient importance that they should be preserved for all time for all to enjoy.

A third interest involves both recreation and heritage goals. Parkland could be developed where there are important historic sites related to the rivers. Existing examples are the lock stations on the Rideau River and the Pinhey property on the Ottawa.

¹Regional Municipality of Ottawa-Carleton, Planning Department Response to Issues Raised at River Corridor Public Hearings.

The above are the key types of activity/facility that should be provided for but this is not to say that other facilities should not be developed, either publicly or privately.

During the course of the public participation program a suggestion was received that the extensive stretch of undeveloped Ottawa River shoreline in Kanata should eventually all be publicly acquired. This represents a different approach to the site specific one discussed above, including implying a higher level approach to expenditures (acquisition, development and maintenance). Many of this approach's objectives of protecting the natural environment of the shoreline can be achieved through strict controls over the type and siting of new development as contained in Official Plan Amendment No. 20. Having regard to this, and to the locations best suited for recreation, it is suggested that such an extensive approach to land acquisition is not necessary to attain river corridor objectives.

The Need for Recreational Land and Facilities

It had been the original intention to undertake a recreation supply/demand study as part of the River Corridor study but as Council decided not to proceed with this, other sources of information have been used -namely studies conducted by the provincial government and information received through the public participation program.

Between 1973 and 1974 the Ontario Recreation Survey¹ was undertaken which examined the recreational activities of provincial residents. The survey revealed that water oriented recreational activities rank second compared to other types of recreation with regard to the number of times people participate in them (see Table 1 on next page).

¹Tourism and Outdoor Recreation Planning Study Committee,
Tourism and Recreation Behaviour of Ontario Residents 1977
(8 vols.).

TABLE 1

Recreation Category	City of Ottawa	St. Lawrence Area ¹	All Ontario
Recreational Travel ²	71.0	82.9	72.5
Water Oriented	35.0	38.2	32.4
Outdoor Land Intensive	21.9	23.6	22.9
Indoor Sports	20.9	19.8	22.9
Cultural	14.4	14.2	16.3
Outdoor Land Extensive	8.5	13.8	12.1
Outdoor Sports	12.8	9.2	8.7
Other	2.2	1.6	2.8

Further, out of the 73 recreational activities analysed in the study, swimming ranked first in Ontario as the activity in which the highest percentage of the population participated. Swimming ranked number 1 among Ottawa residents and number 2 for residents of the St. Lawrence Area. In addition, recreational driving ranked high and is an activity which relates directly to the proposed scenic routes. Table 2 presents the level of participation for the ten recreational activities most popular with Ontario Residents.

¹Ottawa-Carleton excepting the City of Ottawa; Prescott and Russell; Stormont, Dundas and Glengarry; Leeds and Grenville; Lanark.

²Driving (outside an urban area), bicycling, walking and motorcycling.

TABLE 2

Per Cent of Population, 12 Years and Over,
Who Participate at Least Once a Year in Various
Recreational Activities

Recreation Category	Ottawa	St. Lawrence Area	All Ontario
Swimming	65.2	63.0	66.4
Recreational Driving	63.1	68.2	64.8
Picnicking	53.1	59.1	59.9
Attending Annual Events	48.7	50.9	57.2
Recreational Walking	57.5	48.8	55.2
Attending Spectator Sport	43.5	49.9	52.2
Visiting Cottage	56.4	46.3	46.7
Attending Live Performance	50.8	37.6	42.2
Fishing	32.2	35.3	37.8
Visiting Museum/ Gallery	56.4	34.1	37.5

The third table indicates that swimming is the leading recreational activity which people would like to indulge in more frequently than they do at present.

TABLE 3

Recreational Activities in Which More Frequent Participation is Desired

Ottawa	St. Lawrence Area	All Ontario
1) Swimming	1) Swimming	1) Swimming
2) Ice Skating	2) Fishing	2) Fishing
3) Travelling/Touring	3) Camping	3) Travelling/Touring
4) Downhill Skiing	4) Ice Skating	4) Camping
5) Camping	5) Travelling/Touring	5) Golfing
6) Bicycling	5) Ice Hockey	6) Ice Skating
6) Canoeing	7) Snowmobiling	7) Tennis
6) Horseback Riding	8) Horseback Riding	8) Snowmobiling
9) Live Performances	8) Waterskiing	9) Alley Bowling
9) Fishing	10) Recreational Driving	10) Motor Boating

Another provincial study indicates how Ottawa-Carleton and area compares with other areas of Ontario with regard to beaches and facilities for boat launching and mooring.¹ In calculating the following tables, facilities within two hours driving time were included.

Table 4 shows that with regard to beaches Ottawa-Carleton and area ranks bottom of the list.

TABLE 4

Districts	Opportunities Per Capita
Stratford	10.3
Owen Sound	10.3
Barrie	8.2
Belleville	5.3
Simcoe	4.8
St. Thomas	4.5
Kitchener	3.7
Guelph	3.3
Woodstock	3.2
Brantford	3.1
Oshawa	2.9
Sarnia	2.9 (3.0) ²
Oakville	2.7
Peterborough	2.5
Brampton	2.4
Chatham	2.4
Hamilton	2.2
Niagara	2.1 (2.1)
London	2.0
Kingston	1.7 (1.8)
Windsor	1.6 (1.7)
Pembroke	1.5 (1.6)
Cornwall	1.3 (1.4)
Toronto	1.2
<u>Ottawa</u> ³	0.3 (0.4)
Average	2.4

¹Ministry of Natural Resources, Lower Great Lakes Day Use Recreation Access Study 1976 (draft report).

²Figures in brackets are revised on percentage of residents' day use participation outside Southern Ontario (Windsor, Sarnia = 4%; Niagara = 2%; Ottawa = 20%; Kingston, Cornwall, Pembroke = 5%).

³Ottawa-Carleton, Lanark, Prescott and Russell.

The next table shows that with regard to boat launching ramps, Ottawa-Carleton and area also ranks very low.

TABLE 5

Districts	Opportunities Per Capita
Barrie	2.80
Owen Sound	2.80
Peterborough	2.80
Belleville	2.12
Kingston	1.66 (1.75) ¹
Pembroke	1.66 (1.75)
Oshawa	1.40
Stratford	1.01
Cornwall	0.70 (0.74)
Simcoe	0.64
Chatham	0.61
Sarnia	0.55 (0.57)
Guelph	0.52
St. Thomas	0.47
Brampton	0.46
Oakville	0.46
Woodstock	0.44
Windsor	0.37 (0.39)
Brantford	0.34
<u>Ottawa</u>	0.32 (0.40)
Toronto	0.30
Kitchener	0.29
Hamilton	0.21
Niagara	0.21 (0.21)
London	0.20
Average	0.70

¹Figures in brackets are revised on percentage of residents' day use participation outside Southern Ontario (Windsor, Sarnia = 4%; Niagara = 2%; Ottawa = 20%; Kingston, Cornwall, Pembroke = 5%).

Table 6 shows the situation with regard to boat mooring for both public facilities and yacht clubs.

TABLE 6

Districts	Public Facilities Per Capita, 1976	Public Facilities and Private Yacht Clubs Combined
Barrie	2.53	3.50
Peterborough	2.53	2.85
Kingston	1.63 (1.72) ¹	1.80 (1.89) ¹
Owen Sound	1.55	1.57
Oshawa	1.30	1.36
Belleville	1.16	1.24
Sarnia	1.05 (1.09)	1.25 (1.30)
Simcoe	0.88	0.96
Chatham	0.87	0.94
Windsor	0.67 (0.70)	0.75 (0.78)
Cornwall	0.65 (0.68)	0.67 (0.71)
Stratford	0.62	0.67
Oakville	0.60	0.67
St. Thomas	0.55	0.63
Brampton	0.51	0.53
Pembroke	0.45 (0.47)	0.45 (0.47)
Brantford	0.44	0.50
Woodstock	0.42	0.46
Toronto	0.35	0.36
<u>Ottawa</u>	0.33 (0.41)	0.33 (0.41)
Guelph	0.30	0.34
Niagara	0.28 (0.29)	0.35 (0.36)
Hamilton	0.26	0.32
London	0.26	0.31
Kitchener	0.19	0.21
Average	0.63	0.71

¹Figures in brackets are revised on percentage of residents' day use participation outside Southern Ontario (Windsor, Sarnia = 4%; Niagara = 2%; Ottawa = 20%; Kingston, Cornwall, Pembroke = 5%).

With regard to the provision of public lands along the rivers, most of the waterfrontage on the inside of the greenbelt is in public ownership. However, beyond the greenbelt the situation with regard to public lands available for public access¹ as a proportion of the total shoreline is as follows:

- Ottawa Corridor West - 1.7%
- Ottawa Corridor East - 9.3%
- Rideau Corridor - 10.2%

This lack of provision of waterfront land outside the greenbelt is reflected in the comments received from the public.

The public participation program associated with the River Corridor study revealed numerous concerns and suggestions with regard to the need for additional or improved water oriented recreational opportunities and facilities.

Swimming:

As might be expected, concern is expressed over beach closures, pollution (both rivers) and the need for more swimming facilities. It was suggested that public access could be improved where natural beaches already exist. Certain specific points include concern over lack of water access in the Long Island area, having to pay an admission fee to use the beach at the Rideau River provincial park and a suggestion that once the Templeton sewage treatment plant is operational there is potential for a public beach on Upper Duck Island.

Sailing and Boating:

The two major concerns expressed are a shortage of launching facilities and facilities for over-night stops (e.g. mooring space with pump-out tanks and electricity available). It was suggested that as well as new acquisition areas, existing public land and road allowances to the water be used. The sailing interests in particular have the problem of obtaining suitable land and facilities from which to operate. Where National Capital Commission land has been made available the short term nature of the leases has precluded the capital investment needed to provide the facilities to cater for a growing public demand. Several references were made as to the need for a marina in the eastern part of the Ottawa River Corridor.

On the question of water access generally, it was pointed out that with the construction of the Ottawa River Parkway, road allowances and streets that once led to the water's edge are no longer available.

Canoeing:

Lack of access points to both the Ottawa and Rideau Rivers are concerns.

¹This excludes the DND property at Shirley's Bay and the Rideau Correctional Centre at Burritt's Rapids.

Fishing:

Again, lack of access points for small boats and canoes is a problem.

Waterside Parks and Similar Facilities:

The main comments related to the need for more public parkland and campsites along both rivers. The former included both site specific suggestions (e.g. develop parks at Shirley's Bay and Black Rapids) and also more general ones (e.g. picnic facilities and stopping points are needed related to scenic driving). The suggestions for additional campsites, docks and freshwater supplies were mentioned not just within the context of the boater but also by the hiker and cyclist.

Part of the suggestions also was that these facilities rather than being provided at a few locations should be provided at a variety of sites not just to widen available choice but also, as stopping places, would assist people who wished to travel (by water or land) between different parts of the corridors.

Conclusions:

As stated earlier, a recreational supply/demand study was not undertaken and it is not possible to quantify the need for new water oriented recreational facilities. Nevertheless looking at the interest in water oriented recreation (and particularly swimming) revealed by the Ontario Recreation Survey; in Ottawa-Carleton and area's very low relative per capita supply of beach areas, boat launching and boat mooring facilities (rated 25th, 21st and joint 24th respectively out of the other 25 areas of southern Ontario) and at the concerns about lack of swimming, launching, and mooring facilities, as well as the desire for more water access points, waterfront parkland and overnight riverside campsites revealed through the public participation program; at very least the desirability if not the absolute "need" for providing more such types of facility exists. Although not all facilities can or should be provided immediately a long term commitment to provide more facilities should be given. This commitment is particularly important since it is one of the reasons for protecting lands so they are not lost for future use. The approach should be one of protecting those areas that are best suited for meeting river corridor recreation needs and over time seeing they become available for recreation use.

ACQUISITION AND DEVELOPMENT OF LAND FOR RECREATION

Areas Suitable for Development for Recreation

Because of the expressed desire and advantages of having a variety of water access points and the fact that the sites most suitable for providing different types of water access are to be found in various locations; this suggests that there be a "system" of public lands along the rivers. This is not to say that more intensive use cannot be made of the existing public waterfront land inside the greenbelt but this by itself would only meet part of the total need. It is emphasised that in providing such a "system" the location of the component parts will be influenced by the need for each site to be suitable for a specified purpose or purposes. The result of field investigations into sites for new public beaches is shown in the following table.

TABLE 7

LOCATION	ACTIONS REQUIRED
	Sites Most Physically Suitable for Additional Public Beaches¹
Land West of the Quyon Ferry	<ul style="list-style-type: none"> - remove large stones from dry beach, - construct parking area, - remove weeds and clams from wet beach.
Camp Echon	<ul style="list-style-type: none"> - place gravel on wet beach to stabilize mucky bottom, - widen dry beach - requires fill, - construct parking area.
Camp Woolsey	<ul style="list-style-type: none"> - widen dry beach, requires filling and tree removal, - construct parking area - remove trees, - remove weeds and clams.
Location at Constance Bay	<ul style="list-style-type: none"> - some grading to widen dry beach, - remove seven cottages and one house, - construct parking area, - remove weeds and clams from wet beach.
Land Upstream from Pinhey Point	<ul style="list-style-type: none"> - remove stones from dry beach, some grading, - remove house or convert for other use, - construct parking area, - remove weeds and clams from wet beach.
Shirley's Bay	<ul style="list-style-type: none"> - place sand on dry beach - stabilize, - remove large rocks from wet beach and place gravel or sand.
Uplands Sand Pits	<ul style="list-style-type: none"> - clear site of trees, - grade site to produce dry beach and wider wet beach, - drain slope behind beach, - construct parking area and access road.

¹ See Appendix I for more detailed location.

Of the seven areas, Camp Woolsey and Camp Echon are already being used by institutions for recreational programs. In this regard, Amendment No. 20 to the Regional Plan protects through designation these and other existing waterfront recreation areas (public and private) and the sites that are contained later in this section are just the new proposals.

Based on site examination, certain locations were identified as the best suited for development as new recreation areas. The major objective in identifying the areas was to provide expanded opportunities for bathing; water access generally; and boat launching, mooring and overnight stopping.

The Ottawa River Corridor West

West of the greenbelt there are 69 kilometers of shoreline of which 1.7% is in public ownership. The staff proposal is to acquire five areas outside the greenbelt - however Planning Committee has initially recommended that three of these be deleted thereby leaving no new public access areas in the stretch between Fitzroy Provincial Park and the proposed area near Pinhey Point. It is assumed that the existing "commercial" beach operations of MacLaren's Landing and Baskin's Beach will continue in operation but any expansion of these is not advised as it would be into areas not suitable for swimming. The new areas recommended are:

North Shore of Morris Island

Characteristics:

- wooded promontories, bays, islets;
- bacteriological quality of the water satisfactory;
- scenically very attractive;
- provides water access upstream of the Chats Falls dam;
- approximate size - 93 hectares (230 acres).

The potential uses are:

- water access for boats (especially for canoeing in the sheltered, shallow water),
- picnicking,
- nature/walking trails,
- tent camping.

Land west of the Quyon Ferry

Characteristics:

- relatively open and flat, providing easy water access;
- bacteriological quality of the water satisfactory;
- approximate size - 2 hectares (5 acres).

The potential uses are:

- small public beach,
- water access for boats,
- picnicking.

Location at Constance Bay

Characteristics:

- . natural public sand beach;
- . bacteriological quality of the water satisfactory;
- . already being used as a swimming area;
- . approximate size - 1.5 hectares (4 acres).

The potential uses are:

- small public beach,
- water access for boats,
- picnicking.

Land Upstream from Pinhey Point

Characteristics:

- . 1700 ft of waterfront of which 900 feet is a suitable swimming beach;
- . bacteriological quality of the water satisfactory;
- . There is a house on the property and if on detailed investigation an alternate use (such as restaurant) cannot be found it would have to be dismantled;
- . the backland has a variety of topography and tree cover;
- . approximate size - 89 hectares (220 acres).

The potential uses are:

- public beach,
- water access for boats,
- picnicking, and other day use activities,
- camping,
- docking for sail boats,
- other recreational facilities not necessarily related to the water could be developed on the backland (winter as well as summer) which could include area municipality recreational needs.

Heritage Site Adjacent to the Pinhey Property¹

Characteristics:

- . graveyard and church ruins, dating from the time of the original settlement of the waterfront, which complement the heritage theme;
- . approximate size - 1 hectare (3 acres).

The potential use is for "heritage viewing".

¹Also see further discussion in the following section "Alternatives to Acquisition".

Shirley's Bay

Characteristics:

- land has water access and is in public ownership (NCC);
- bacteriological quality of the water satisfactory.

The potential uses are:

- public beach,
- water access for boats,
- picnicking and other day use activities,
- docking for sailing boats,
- other recreational facilities not necessarily related to the water could be developed on the backland.

The Ottawa River Corridor East

The stretch of shoreline east of the greenbelt is 19 kilometers long and 9.3% is in public ownership. There are only two areas with potential for development for waterfront recreation.

These areas are:

Ottawa River Shoreline - Rockcliffe Park to the East Urban Community (Regional Road 31).

Characteristics:

- would form a continuation of the present linear open space system in the urban area that now stretches from Andrew Haydon Park to the end of the Rockcliffe Parkway;
- nearly all the land is in public ownership;
- approximate length - 14 kilometers (9 miles).

The potential uses are:

- water access for boats at selected locations;
- scenic drive as part of the Ottawa River Parkway (East) proposed in the Region's official plan.

Petrie Island

Characteristics:

- large enough area of land adjacent to the East Urban Community to serve as a water-oriented park as well as, more specifically, facilities for boaters;
- the unsatisfactory quality of the water makes the area unsuitable for swimming, however this may improve once the Templeton sewage treatment plant is operational;
- approximate size 134 hectares (330 acres) - includes water area within outer perimeter of island.

The potential uses are:

- water access for boats;
- overnight stopping place for boats;
- waterfront parkland;
- public beach if water quality improves sufficiently;
- picnicking;
- docking for sailing boats.

The Rideau River Corridor

South of the greenbelt there are 86 kilometers of shoreline of which 10.2% is in public ownership. The stretch between the greenbelt and Long Island falls within the future South Urban Community and the question of waterfront access points will be addressed as part of the more detailed planning for this community. However, south of Long Island there are no public access areas on the east bank north of the Arnold Taylor Conservation Area, or on the west bank north of the Baxter Conservation Area. In addition between Manotick and Kars there are very few opportunities where open views towards the river can be obtained as opposed to short glimpses between houses. It is expected that unless acquisition of such areas is pursued, these "viewing" opportunities will eventually disappear completely as the small size of these pockets of open land mean that it would be difficult to justify protecting them as viable agricultural units.

In the Rideau corridor therefore, there are two reasons for acquiring new areas - to protect views of the water and to provide for additional water access points as part of the need for a "system" referred to earlier. It is preferable if these two objectives can be combined whenever possible. As the opportunities for unobstructed viewing are more limited than the opportunities for providing water access areas and as the former can always serve the latter purpose, the view aspect has been the key determinant in identifying waterfront lands for acquisition. Because of this approach, not all the undeveloped pockets of land have been identified - just those with the best views. If however a "view" approach were not to be taken and an approach was taken of securing a series of access points, some of the areas selected might be different from those now being recommended.

Parcels of Land between Kars and Manotick¹

Characteristics:

- Much of the land between Kars and Manotick, between the riverside roads and the river has already been developed and views of the river are often hidden. Where views are possible towards the river they are all the more significant because of their relative rarity and form a welcome visual break between the houses for the tourist and traveller. Five such "windows" have been identified - two in Rideau Township and three in Osgoode and being of a small size, the remaining openness would be lost through the addition of only one or two houses.
- There is an additional area in Rideau Township ["Rideau (north)"] and although partly a window, its main reason for selection is because of the potential picnic site on a hill which provides an excellent view down the length of the river (this view cannot be appreciated from the road).
- approximate sizes:

¹Also see further discussion in the following section "Alternatives to Acquisition".

- Rideau (south) - 10 hectares (24 acres).
- Rideau (middle) - 2 hectares (5 acres).
- Rideau (north) - 10 hectares (24 acres).
- Osgoode (south) - 7 hectares (17 acres).
- Osgoode (middle) - 7 hectares (17 acres).
- Osgoode (north) - 11 hectares (28 acres).

The potential uses:

Five of these areas have been identified for visual and aesthetic reasons and as such should be maintained in an open and tidy condition. However if they have to be acquired they could be used for recreation -e.g. the Rideau (south) window could be provided with boat launching and a picnic area. This is recommended as there is no public access to the water on the west bank of the river between here and Black Rapids. On the east bank, however, there is waterfront parkland at the Arnold Taylor Conservation Area to the south, and at the Long Island locks, the Walter Collins and Eccolands parks to the north. For the areas in Osgoode Township provision should at least be made so that cars can pull off the road at the three locations so their occupants can appreciate the view.

The Rideau (north) site should be provided with picnic facilities and off road parking.

Long Island Locks Area

Characteristics:

The central and south part of Long Island has already or is proposed to be developed as part of the village of Manotick and the open land at the north end would therefore appear to have only two long term uses: urban as village expansion or public waterfront land. Policies for areas elsewhere in the region where there is going to be development at urban densities close to the waterfront (e.g. the East Urban Community) are that wherever possible the waterfront should be in public ownership. Because of the existing and proposed expansion of Manotick both on the mainland and the island, the same approach should pertain here. This is the only location in the immediate Manotick area where this opportunity exists. More specifically, the characteristics of this area are:

- adjacent to the Long Island locks and a small area of parkland owned by Parks Canada;
- is an area possessing historic, recreational and aesthetic value;
- could become a key recreational and historic interpretation node;
- provides attractive views of the river and shores;
- approximate size - 52 hectares (130 acres).

The potential uses of Long Island are:

- waterfront parkland which could include local community needs,

The potential uses of the area on the east bank by the locks are:

- water access for boats,
- overnight camping for boaters,
- picnicking,
- interpretation centre (associated with the lock station) on the heritage of the waterway.

Uplands Sand Pits

Characteristics:

- . where there is flatland adjacent to the water (as opposed to steep slopes) a beach could be developed, however, the river is narrow at this point (potential boater-swimmer conflict);
- . the backland (sand pits) is heavily dissected and there is no easy access to the water, however this area could be reclaimed and developed as a recreation area not necessarily related to the river;
- . approximate size - potential beach area, 15 hectares (37 acres); potential recreation area not necessarily related to the river, approximately 82 hectares (203 acres).

The potential uses are:

- public beach depending on confirmation of satisfactory water quality,
- open space link to the South Urban Community.

The above sixteen locations are the most important with regard to eventual public acquisition (except as discussed below) and/or development. The areas for potential acquisition total 455 hectares (1,124 acres).

As stated earlier, the major reason new areas are being recommended is to provide expanded opportunities for bathing, water access generally, boat launching, mooring and overnight stopping places. In addition, one area is related to a heritage theme and the "windows" between Manotick and Kars relate both to maintaining open views of the water from the river roads and the development of a system of water access opportunities. These areas are the most important with regard to the Region's interests in the river corridors and therefore the Region should be prepared to become involved financially (this matter is discussed fully later - see "Responsibilities for Acquisition, Development and Maintenance").

The impact that providing new beaches recommended above would have on the beach supply in the region is depicted in Table 8 following.

TABLE 8

Existing and Proposed Public Beaches in Ottawa-Carleton	
Public Beaches - Open (Fitzroy and Rideau River Provincial Parks; Baxter and Arnold Taylor Conservation Areas; Mooney's Bay; MacLaren's Grove; Britannia; Woodroffe; Baskins Beach).	Length (meters) 1,171
Public Beaches - Closed (Remic, Brantwood, Brighton and Strathcona Beaches)	359
Public Beaches - Proposed (Land west of the Quyon Ferry, Location at Constance Bay, Land Upstream from Pinhey Point Shirley's Bay, Uplands Sand Pits ¹)	1,021

Even, however with the addition of the beaches proposed (and the opening of the ones now closed) this more than doubling of the supply would still leave the Ottawa area's per capita beach provision bottom of the list compared to all other areas in southern Ontario (see Table 4).

In addition to the above areas it is recognized that from time to time other lands in the corridors may be suggested to the Region for acquisition. If such a situation occurs the offer should be investigated the matter having regard for the nature and location of the property, the uses to which it could be put, the funds available and establishing responsibilities for its development and maintenance. Any areas acquired in this manner should be regarded as additional to and not instead of the prime sites individually described above.

Alternatives to Acquisition

Although the Region, either by itself or with the support of other agencies, (as discussed later) should be prepared to acquire the areas identified, acquisition may not be necessary in all cases in order to achieve the Region's goals.

The main objective behind identifying five small open areas between Manotick and Kars is that these are the only locations in this stretch of the Rideau River where uninterrupted views of the river from the river roads can be obtained. Provided that the lands remain in their present state acquisition is not essential. However if the landowner wishes to sell to the Region or if a situation arises in which acquisition is the only means of preventing development, then purchase should be pursued.

¹Uplands Sand Pits: subject to confirmation of satisfactory water quality.

The graveyard and church ruins adjacent to the Pinhey property are owned and maintained by the Anglican church and there is no necessity to acquire them. However if expanded access to the graveyard and church was thought to be desirable a right-of-way between them and the Pinhey property would be needed. The acquisition of such a "link" should depend either on the Anglican Church wishing to dispose of the cemetery and church ruins or the Region and the Anglican Church coming to an agreement on how the cemetery and church ruins would be kept under surveillance, since it is not an objective to provide public access to privately owned lands.

In the eventuality, a landowner wishes to develop his or her land for recreational purposes development should be permitted to proceed providing it meets the following criteria:

- . it should provide for at least those types of recreational facilities that fall within the Region's interest for the particular area as described above;
- . it should provide for recreational activities that are available to the general public; a fee may or may not be charged;
- . its design and the activities and facilities it accommodates should respect the natural environment and attributes of the site.

Responsibilities for Acquisition, Development and Maintenance

In addition to identifying the lands most suitable for providing increased opportunities for water oriented recreation, it is necessary to consider who can best be responsible for acquisition, development and maintenance. Many agencies have been involved over the years in providing the recreational opportunities which currently exist. The major agencies are: the National Capital Commission in its parkland along the Ottawa and Rideau Rivers; Parks Canada in its operation of the Rideau Canal and the picnic sites and mooring facilities at the lock stations; the Ministry of Natural Resources in the provincial parks (Fitzroy and Rideau River); the Rideau Valley Conservation Authority in the Baxter and Arnold Taylor Conservation Areas; the Mississippi Valley Conservation Authority in its acquisition of the Pinhey property; and municipalities in major parks such as Mooney's Bay, Britannia and Andrew Haydon. Although there are many agencies with the mandate, organization and expertise to undertake the acquisition, development and maintenance of the recommended areas, advice received from their staff suggests that at least in the short term they may be unable to undertake new initiatives due to existing constraints on budgets.

The National Capital Commission indicates that it is not likely to be involved in properties beyond the greenbelt and that although in the past it has considered developing major parks at Shirley's Bay and the Uplands sand pits it is not able to provide any assurances that such developments will be undertaken in the near future. It is doubtful that it would be interested in managing land acquired by a municipality and even so, any development of such would probably be limited to landscaping rather than providing recreational facilities. If, however, a municipality acquired a parcel which the N.C.C. regarded as being of particular importance, management involvement by it should not be ruled out completely.

Parks Canada's interest is confined to the lock stations on the Rideau Canal. It is in the process of finalizing its intentions with regard to land acquisition and development at the Long Island locks and later will be preparing a plan for Black Rapids.

The Ministry of Natural Resources has no intentions to extend its land holdings beyond the two provincial parks and its interest in managing land owned by others would be limited to the agreement forest program - a program which does not include the development of waterfront parks and facilities. However the Ministry does provide grants to conservation authorities and to municipalities under the Conservation Authorities Act and the Parks Assistance Act respectively and these are discussed in the section "Costs, Grants and Revenues".

The Rideau Valley Conservation Authority has plans for expanding the Baxter and Arnold Taylor conservation areas (which land is almost entirely in the flood plain) and advise that any other purchases it undertakes will have "water management" as a key consideration (e.g. areas for water storage, flood plain land, unstable river banks). This does not, however, mean that such lands could not also be managed for recreation. The five "windows" between Manotick and Kars are rather too small to interest the Conservation Authority in their acquisition. However land acquired by a municipality, could be managed by the Rideau Valley Conservation Authority under a long term lease -a specific proposal would have to be made to the Authority.

The Mississippi Valley Conservation Authority has indicated a willingness to consider expansion of the Pinhey property providing provincial funds are available. It would not however be interested in managing land acquired by a municipality unless the maintenance costs were low since maintenance is not subsidised by the Province (perhaps an area for snowmobiling, cross-country skiing and hunting - however these are not water oriented acitivities).

As noted earlier, some area municipalities have been involved in major waterfront park developments, however the majority of the recommended acquisition areas fall within municipalities whose resources are considerably less than those who have been involved in the past and where as a result the possibilities for their involvement in acquiring and/or developing waterfront land would probably be limited.

In conclusion, it is somewhat ironical that although there are many agencies (federal, provincial and municipal) in the recreation field, a responsibility gap exists with regard to the acquisition and development of a system of waterfront parks and water access areas. To repeat, the National Capital Commission is not likely to be interested in land beyond the greenbelt and can give no commitment at this time to developing parks at Shirley's Bay and the Uplands sand pits; Parks Canada is only interested in land at the lock stations; the Ministry of Natural Resources has no plans for further acquisition nor interest in managing land acquired by others; the conservation authorities are likely to be involved in acquisition only if it relates to water management, although the Rideau Valley Conservation Authority might be able to manage land acquired by a municipality; and whether area municipalities would be

involved would vary from municipality to municipality although their emphasis is more likely to be on local recreation facilities and programs rather than beaches and water access areas.

It must be emphasized that the responses that have been received are from the staff of the various agencies and matters have not been pursued at the political level. However when Council establishes its position it is hoped other agencies and municipalities will be able to respond positively. It is also somewhat difficult to evaluate to what extent the responses are the product of the present economic climate as opposed to basic philosophy, however the extent to which the responses differ from past types and levels of involvement tends to suggest the importance of the former. It is therefore advisable that various options be considered for the acquisition, development and maintenance of waterfront land and that Council pursue these with the various agencies.

As there are different locations, sizes and characteristics of land being recommended for acquisition and recreational development, it is probably unlikely that one type of approach will be suitable for every situation. Approaches range from total reliance on other agencies for acquisition, development and maintenance to direct involvement by the Region in these three activities. From the Region's perspective, there are two key variables in any approach selected: cost and degree to which implementation can be guaranteed. To a large extent one is the converse of the other in that the more direct role the Region plays and hence ensures its goals are implemented, the more costs it will incur and vice versa. Before reviewing the various approaches it should be noted that there is no legal impediment to the Region acquiring, developing and maintaining parkland since at the request of Council the Ontario Government in 1975 amended the Regional Municipality of Ottawa-Carleton Act, not only authorizing the above activities but also making the Region eligible for grants under the Parks Assistance Act.

Approach 1

Under this approach the Region would identify and protect through designation in its official plan the areas described earlier but the acquisition and development of them would depend entirely on other agencies. This to some extent would depend on the Region's ability to convince these agencies of the desirability of acquiring and developing the said lands. The response received so far from agency staff suggests that, at least for the foreseeable future, the only acquisition likely to proceed would be through Parks Canada at the Long Island locks. The small expansion proposed at the Pinhey property could, however, also be pursued by the Mississippi Valley Conservation Authority. Approach 1 would mean the Region would incur no costs but because of the agency responses received, would also mean that unless the Region were able to persuade other agencies to act there is little likelihood, except as noted above, of new recreational areas and facilities becoming available in the near future.

Approach 2

Here the Region would acquire certain parcels of highest importance but would look to other agencies for their development and maintenance. Acquisition of the rest of the parcels would depend on the other agencies. Analysis by staff suggests that on the Ottawa River the Region would acquire, mainly for a public beach, the 1700 feet (of which 900 feet is beach) of undeveloped waterfront upstream of Pinhey Point. The need for an unpolluted beach for use by regional residents is the basis for this suggestion and the undeveloped nature of this particular site and proximity to the urban area are the reasons why this site is selected.

On the Rideau River, the analysis suggests that the Region not acquire a beach site but that it look towards securing its twin objectives of protecting open views to and from the water and of securing additional small access points. These objectives would be realised if the Region were to acquire the five small "windows" between Manotick and Kars.

With regard to the development and maintenance of the site on the Ottawa River, the Region would have to look to involvement of the Mississippi Valley Conservation Authority and/or the City of Kanata although the backland, which is wooded, could be put under the Region's forest management agreement with the Ministry of Natural Resources.

For the management of the "windows" along the Rideau River, the best approach would be for the Region to approach the Rideau Valley Conservation Authority to have the land put under a long term management agreement.

Approach 2 would mean a cost to the Region but would at least ensure the acquisition of certain key parcels. It would not however guarantee the acquisition of the other parcels and even for the land the Region acquired would still depend on other agencies for development and maintenance.

Approach 3

The Region would still buy just the one major parcel on the Ottawa River and the windows on the Rideau River but this time would ensure that these lands were managed since it would provide development and operating funds to other agencies for this purpose. For the beach and park on the Ottawa River the most likely recipients would be the Mississippi Valley Conservation Authority and/or the City of Kanata. For the Rideau River windows the most probable management agency to receive the funds would be the Rideau Valley Conservation Authority but the Townships of Rideau and Osgoode might also be able to be involved.

Approach 3 by adding management costs would be more costly to the Region but at the same time would ensure that at least certain of the parcels were not only acquired but were also developed and maintained for recreational purposes.

Approach 4

Through this approach the Region would acquire all the parcels that other agencies were not interested in (i.e. may be all except for some land at the Long Island locks) but as in Approach 3 would provide development and maintenance funds to

other agencies only for the beach park on the Ottawa River and the windows on the Rideau River - management of the other parcels would depend on other agencies. Although this approach would ensure all the parcels were acquired it would not necessarily guarantee they would all be developed for recreation and unless this could be assured the advisability of buying the land would be of some question. (It should however be reiterated in this context that the long term nature of the River Corridor plan suggests that the "best" parcels be secured for future generations even if there is no immediate prospects of them being developed for recreation).

Approach 5

Under this approach the Region would not only acquire all the identified areas but would also ensure that over time they were all developed for recreational purposes related to the river corridors as described earlier. To ensure the development and maintenance of areas that other agencies were not prepared to assume at their cost, the Region would either have to "contract out" the work to other agencies or have the development done by private contractors and establish a staff to maintain the areas. Approach 5 would obviously be the most costly but would also ensure that there was an implementation timetable, that needed actions did not wait indefinitely and that the facilities that were developed were the ones most appropriate. It should be noted that if the Region were to determine it necessary to largely or entirely adopt a "go it alone" approach there are sources of assistance available so that the full cost would not have to be borne by regional residents. One of these sources is the Parks Assistance Act and this and other mechanisms are discussed in the next section "Costs, Grants and Revenues".

Approach 6

Under this approach the Province would enact special legislation to create an independent "parks commission" for the river corridors much along the lines of the St. Lawrence Parks, Niagara and St. Clair Parkway Commissions elsewhere in Ontario. Like these other commissions, the Ottawa-Carleton commission would assume from the various agencies the parks already existing along the rivers as well as providing new facilities. Also like these other commissions there would be provincial funding for land acquisition and management. Approach 6 by providing provincial funding would be less costly to the Region than Approach 5 and might as a consequence operate at a higher level of activity. However as it would require special legislation it would be harder to implement unless there was a broad spectrum of local support.

Conclusions as to the "Approaches" described

Each of the various approaches possesses both advantages and disadvantages to the Region and Council should state a preference prior to entering into discussions with the various agencies concerning responsibilities for acquisition, development and maintenance. Given the responses of the agencies noted earlier, approaches 1, 2 and 3 would not appear adequate to guarantee the acquisition and development of all the recommended areas. They are not being recommended. Having regard to this and the role the Region has adopted in the natural environment areas, Council should be prepared to acquire all the fourteen areas¹ (cost

¹Of the sixteen areas identified for future recreation, Shirley's Bay and the Ottawa River shoreline between Rockcliffe Park and the East Urban community are already in public ownership.

\$1979-\$5,900,000) and concentrate its discussions with other agencies on responsibilities for development and maintenance. Pending the resolution of these discussions Council should agree to protect - by acquisition if necessary - all the areas identified for future recreation.

Since discussions with representatives of ministries of the federal and provincial governments and other agencies has not resulted in acceptance of a satisfactory distribution of responsibilities it is recommended that the next approach be at the political level. Specifically Council should approach:

- i) the NCC to ask them to prepare and implement as a priority plans for riverfront park at Shirley's Bay
- ii) Parks Canada to ask them to acquire, develop and maintain additional land adjacent to the Long Island lock station.
- iii) the Conservation Authorities to ask them to purchase sites identified which fall within their jurisdiction and to develop and manage these lands and lands which may be acquired by the Region.
- iv) area municipalities to ask whether they would be willing to acquire (jointly with the Region if necessary) any of the sites within their boundaries.

In addition since Option 6 is potentially the most attractive alternative from the point of view of obtaining provincial financial assistance and developing a comprehensive corridor wide approach to the development of a system of recreational opportunities Council should develop a position on this matter which can be submitted to the Government of Ontario at the highest level.

Costs, Grants and Revenues

Introduction

As referred to earlier, costs are an important, but not the only, factor for the Region to consider in determining which approach (or variations thereof) described above should be adopted. Whether none, some or all of the costs would be carried by the Region would depend on which approach is chosen and because of this, it is not possible at this time to say what the apportionment between the Region and other agencies would be.

Acquisition Costs

To acquire the fourteen areas described earlier (455 hectares - 1124 acres), the cost (land and improvements) has been estimated at \$5,900,000 in 1979. But as noted in the above section "Alternatives to Acquisition" purchases may not be necessary in all cases. In addition, costs will obviously depend on prices at the time purchase takes place and on the exact size of the parcels acquired, since some leeway exists in this regard (see "Procedures for Acquisition" below).

In 1979 Council approved a five-year budget of \$6,750,000 for land acquisition in the natural environment areas. As noted, pending discussion with the various agencies, it is not known how much of the acquisition cost of \$5,900,000 will be borne by the Region but whatever the funds required they could be added

to the same budget account as funds for the natural environment areas. As it will not be known in advance how much of the total funds will be able to be spent in an upcoming year the pooling of the two budgets will make it easier to meet any extraordinary demands that may arise.

Development Costs

Development costs depend upon the nature of the various sites and the type of facilities provided and the latter therefore permits flexibility as to what costs will be incurred. In order to exactly determine what costs would be involved it would first be necessary to prepare a design for each site to show how it would be laid out and what number of various facilities would be provided. Although site plans will be required they cannot be undertaken until it is determined which agency is to be responsible for acquiring a particular site. Notwithstanding this it is possible by reviewing the experience of other agencies to see what ranges of costs have been involved in various instances in developing different facilities. Specific examples are listed below in Table 9.

TABLE 9

Examples of Development Costs for Recreational Facilities		Costs
boat launching ramp		\$1,600 - \$12,000
mooring space		\$500 - \$1,000 per boat
boat dock		\$1,000 - \$15,000
picnic area (depends on size and facilities)		\$5,000 - \$10,000
man made beach		\$6, \$12.50, \$21, \$24, \$47, \$54, \$106 per linear foot
beach house		\$5,000 (changing house) \$27,500 (inc. toilets and showers)
toilets		\$520 (privy and holding tank) \$35,000 (washrooms)
refreshment concession		\$5,000 (a stand), \$17,000 (building)
parking		\$70 - \$200 per car
campsite		\$500 - \$5,500 per unit

Other facilities or "works" required depending on site conditions, location and intended use are: site preparation, landscaping, buffering/screening, internal roads, water supply, and pump-out tanks for boats.

Because of the great range of development costs revealed by the above examples and the fact that as noted above detailed site plans cannot be prepared at this time, it would not for budgetary purposes be of any validity to attempt to apply these costs to the specific sites recommended for acquisition.

Maintenance Costs

Maintenance costs are very much related to the facilities and the level of service provided and to the overall nature of site development.

The experience of other agencies can however, be used to indicate different examples of maintenance costs - see Table 10.

TABLE 10

Examples of Maintenance Costs for Recreational Facilities	
	Annual Costs
Beaches (includes garbage collection, toilet maintenance, lifeguards, in some cases - maintenance of grass areas, in some cases - spreading of new sand, in some cases).	\$1.8, \$4.2, \$5.0, \$9.0, \$10.2, \$11.7, \$29.6, \$30.5/linear ft.
Small picnic sites (M.T.C.)	\$1433/site or \$579/acre
St. Clair Parkway Commission parks ¹	\$196,600 for 496 acres or \$419/acre

Accurate estimates of maintenance costs would likewise depend upon the preparation of site plans for the various areas.

There would also be certain maintenance costs incurred once a parcel of land had been acquired pending its development for recreation purposes. Basically this would involve keeping the property under regular surveillance and taking any remedial actions that might be needed (e.g. litter removal). Such interim maintenance could either be minimized or avoided altogether if acquisition were not to take place until development funds were available. However where land is offered for sale at an early date or where there is more than one property in an acquisition area, there will likely be a period between acquisition and development. The question of interim maintenance is one the Region should review in the discussions recommended with other agencies concerning respective responsibilities. Where the acquiring agency is different from the agency who will undertake the development, a factor for consideration is whether the first agency turns over responsibility to the second as soon as the property has been acquired or only when development is to take place. If as a result of the inter-agency discussions, the Region becomes directly responsible for interim maintenance, the most likely means of undertaking this would be by assigning the extra work to its road crews.

¹This is extracted from their 1979 operating budget and includes only summer activities and staff.

Grants and Other Forms of Assistance

As mentioned in the section "Responsibilities for Acquisition, Development and Maintenance" the Region is eligible for grants under the Parks Assistance Act. Under this Act the Region (and area municipalities) can receive a grant of \$100,000 or 50% of the cost (whichever is the lesser) for acquiring land for and developing a park. (Of this figure, no more than \$25,000 or 50% of the cost - whichever is the lesser - is payable for the land acquisition element). If land acquisition is not required (i.e. if land is acquired or already owned by another public body) the full \$100,000 could be spent on park development.

If the Region or area municipalities were to enter into joint ventures among themselves¹ the grants would be similarly payable and if the joint venture involved a conservation authority, the municipality would be eligible for grants on its share of the costs.

Where a conservation authority is involved in acquisition and development, grants from the provincial government are likewise available. The Rideau Valley Conservation Authority is eligible for a 50% grant for land purchase and development and the Mississippi Valley Conservation Authority receives a 75% provincial contribution.

Another potential source of assistance is the tourist wharf program administered by the Small Craft Harbours Branch of Environment Canada. Under this program the federal government will construct wharves and/or boat launching ramps at no cost to a municipality. In addition the government will also operate and maintain these facilities at a nominal charge of \$100 per site per year. Environment Canada will not provide these facilities if they are to serve a very local requirement but providing they are satisfied a need exists in Ottawa-Carleton they would be prepared to provide facilities to serve regional residents. Under this program they will be building a wharf as part of the marina in Andrew Haydon Park on the Ottawa River. Earlier in this report, the need for additional launching and mooring facilities was indicated and it would be necessary to convince Environment Canada of this fact before they would be prepared to commit money to the Region (or to an area municipality).

The fundamental question relating to all grant programs and other forms of assistance is the amount of funding the senior levels of government are prepared to provide in support. This consequently is a key factor for the Region to raise during discussions with agencies on responsibilities for acquisition, development and maintenance.

Revenues from Operations

Whether the Region should or should not charge for the use of recreational facilities will become a consideration only if Council decides to become involved in the operation of such and as noted earlier this matter should be determined only after discussion with other agencies. The following factors, however, should be borne in mind.

¹The Ottawa/Nepean campground on Corkstown Road was funded in this fashion.

Government ventures in recreation have traditionally not been intended as money - making operations; nevertheless the facilities which this report proposes be established in the river corridors do provide opportunities to generate revenue to help offset operating costs. Examples of facilities/activities that could be charged for are:

- day use (car parking);
- camping;
- boat launching;
- docking fees and longer term mooring;
- leases to clubs;
- concession leases.

Examples of current practice in this regard are shown in Table 11.

TABLE 11

Examples of charges for use of Recreational Facilities	
City of Ottawa (Mooney's Bay):	50¢ per day parking, concession lease.
National Capital Commission:	\$5.00 per night per campsite, \$1.00 per hour boat rental, concession leases;
Ministry of Natural Resources:	\$2.00 per day for day use, \$5.50 per night per campsite ¹ , concession leases.
Rideau Valley Conservation Authority:	no charges for day use.

This study does not attempt to estimate potential revenues under various formulas but the "user pay" approach is an option Council may wish to consider. The extent to which this philosophy is adopted will influence the extent to which it may be desirable to develop facilities additional to those described earlier (e.g. developing a campsite to help offset the cost of developing a beach). Unless, however, a marketing study were undertaken to determine how much revenue various facilities would produce, it is not recommended that facilities be provided just because they are foreseen as money generators. The approach, as recommended earlier, should be to provide those facilities that relate directly to river corridor recreation. Within this context, any leases to clubs and concessionaires should certainly be charged but if charges are to be made for day use, parking, boat launching etc. this will occasion additional expense in the form of staff to collect the fees.

¹Fitzroy and Rideau River provincial parks. Some parks charge less depending on facilities available.

In summary, the question of user fees is something Council should consider when it considers the types of facilities to be provided and its responsibility towards provision of these facilities and their maintenance.

Conclusions as to Costs, Grants and Revenues

The cost impact on the Region will be determined not just on which approach towards acquisition, development and maintenance is finally selected, but also on the numbers and types of facilities that are constructed, what grants are forthcoming, whether user fees are instigated and over what length of time the total program is spread (i.e. the longer the time, the less the annual tax levy). Many of these matters can only be resolved after detailed discussions with other agencies.

Timing of Acquisition

Several factors will be influential in determining when acquisitions will take place but it is foreseen that acquisition be pursued incrementally.

The results of the proposed discussions between the Region and other agencies concerning responsibilities for acquisition, development and maintenance will decide who will do what and hopefully will also result in setting a timetable - however each agency is obviously autonomous in this regard. Even when responsibilities are determined, the availability of funds will be a critical factor in deciding what length of time will be involved.

Other factors affecting timing are if landowners wish to implement recreational development proposals themselves (see "Alternatives to Acquisition") and whether acquisition is precipitated by the need to forestall a non-recreational development (see also "Interim Uses Pending Acquisition").

Because of the above factors, particularly the need for discussions among agencies as to responsibilities, a timetable for acquisition cannot be set at this time.

Interim Uses Pending Acquisition

Since a timetable for acquisition cannot at this time be prepared there is a need for a policy towards interim uses prior to an area being purchased. Present uses should be permitted to continue, including maintenance of same, subject to local by-laws. The Region should however request area municipalities to notify it of building permit applications for new buildings or substantial improvements to existing ones so that it may decide at that time whether the property should be acquired. Once responsibilities for acquisition of the areas have been finalized between the various agencies the appropriate agency should assume responsibility for seeking notification of building permit applications.

It is recognized that this procedure creates a situation whereby the landowner is uncertain until he submits a building application whether the property will be bought at that time. However it is suggested that although uncertainty results from a gradual approach to acquisition, this approach is preferable to the alternative of immediate expropriation.

Procedures for Acquisition

As it is the intention, except as noted earlier (see "Alternatives to Acquisition") for the identified areas to be acquired for various forms of recreation, it may be necessary as a last resort to expropriate land to ensure this end. However as far as is possible acquisition should be on the basis of willing buyer/willing seller.

Purchase will involve both land and improvements. Having regard for the intended use of the areas, described elsewhere, a conceptual site design may be needed to be prepared at the time of acquisition to identify the exact boundaries of the land required.

Policies

Based on the foregoing it is recommended that Council:

- 1) Protect the 16 areas identified above as suitable for acquisition and/or development for river corridor recreation by designating them in the official plan;
- 2) Be prepared to play a major role in land acquisition and discuss and finalize with other agencies responsibilities vis-à-vis acquisition, development and maintenance of land including the provision of sufficient funding and the establishment of an implementation timetable;
- 3) In addition to 1) be prepared to consider acquisition of other areas in the river corridors as may be suggested from time to time having regard to the nature and location of the property, the uses to which it could be put, the funds available and establishing responsibilities for its development and maintenance.
- 4) In the interim while discussions noted in 2) proceed, be prepared to consider acquisition of areas noted in 1) and 3).
- 5) Once 2) is complete establish a funding program sufficient to discharge its responsibilities;
- 6) Notwithstanding 2) request:
 - the National Capital Commission to prepare, and implement as a priority, plans for a riverfront park at Shirley's Bay as described above;
 - Parks Canada to acquire, develop and maintain additional land adjacent to the Long Island lock station as described above;
 - the Ministry of Natural Resources to provide under present cost sharing arrangements sufficient funds to support the Region, area municipalities or conservation authorities in acquiring and developing areas described above;
 - the Ministry of Culture and Recreation to adjust its policies on the disbursement of Wintario funds so that monies are made available to both the Region and the area municipalities in the form of 50% grants towards the acquisition and development of areas of passive parkland;

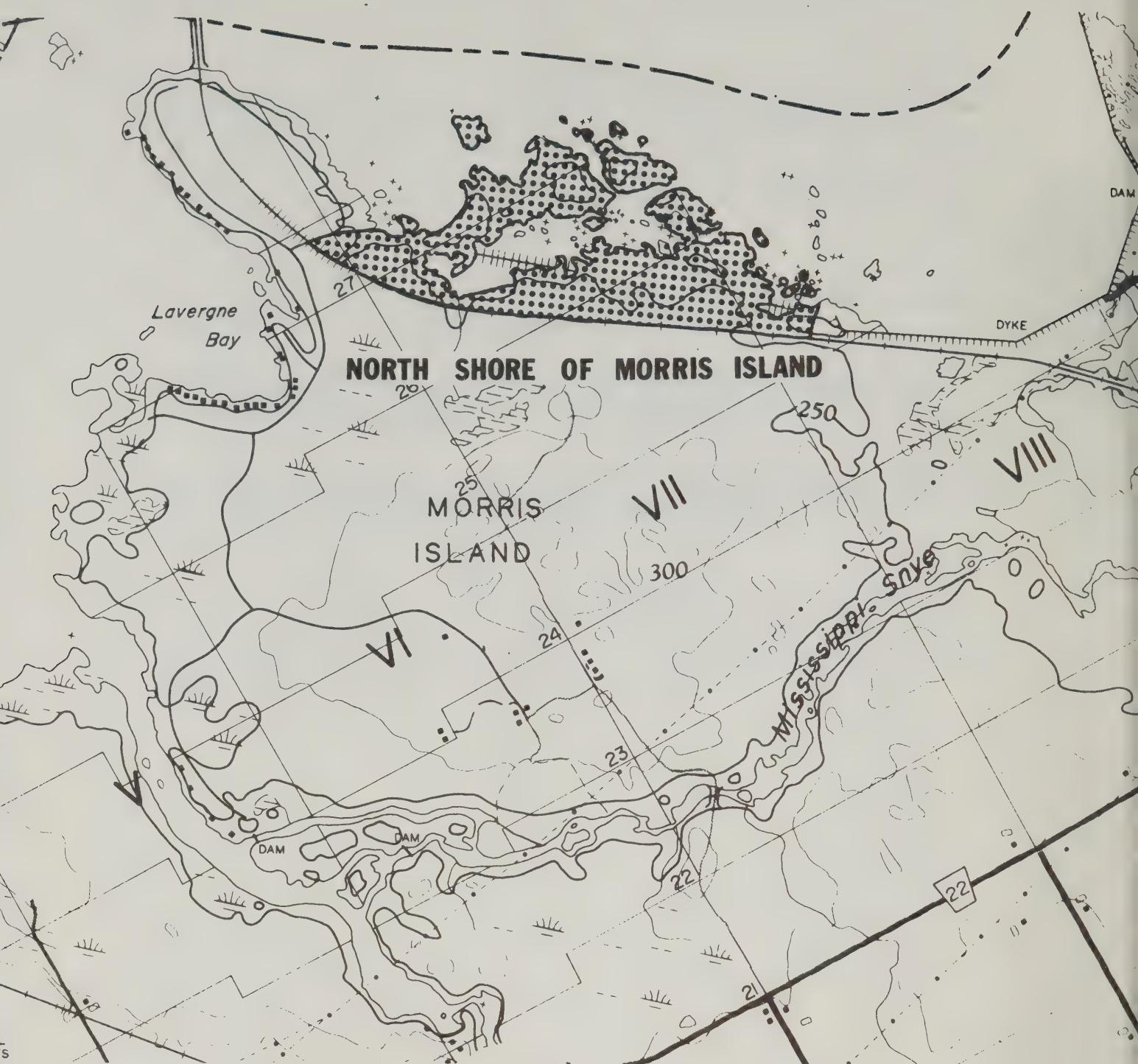
- 7) As an alternative to public acquisition, be prepared to consider for approval privately sponsored recreational developments on the identified lands privately owned:
 - . that provide for at least those types of recreational facilities that fall within the Region's interest for the particular area as described earlier;
 - . that provide for recreational activities that are available to the general public; a fee may or may not be charged;
 - . whose design and the activities and facilities accommodated respect the natural environment and attributes of the site;
- 8) Require a development plan (and implementation timetable) prepared under 7) to be submitted to Council within 5 years of Council approval of this policy otherwise public acquisition of the lands will be pursued;
- 9) Prior to acquisition, permit existing uses to continue but request to be notified by area municipalities of building permit applications for new buildings or substantial improvements to existing ones and notwithstanding 2) and 3) decide at that time whether the property should be acquired.

APPENDIX I

RECREATION AREAS (MAPS)

The following maps show the extent of those recreation areas which are designated by a symbol in Amendment No. 20 to the Regional Plan.

The policies relating to these areas are contained both in this report and in Amendment No. 20.



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



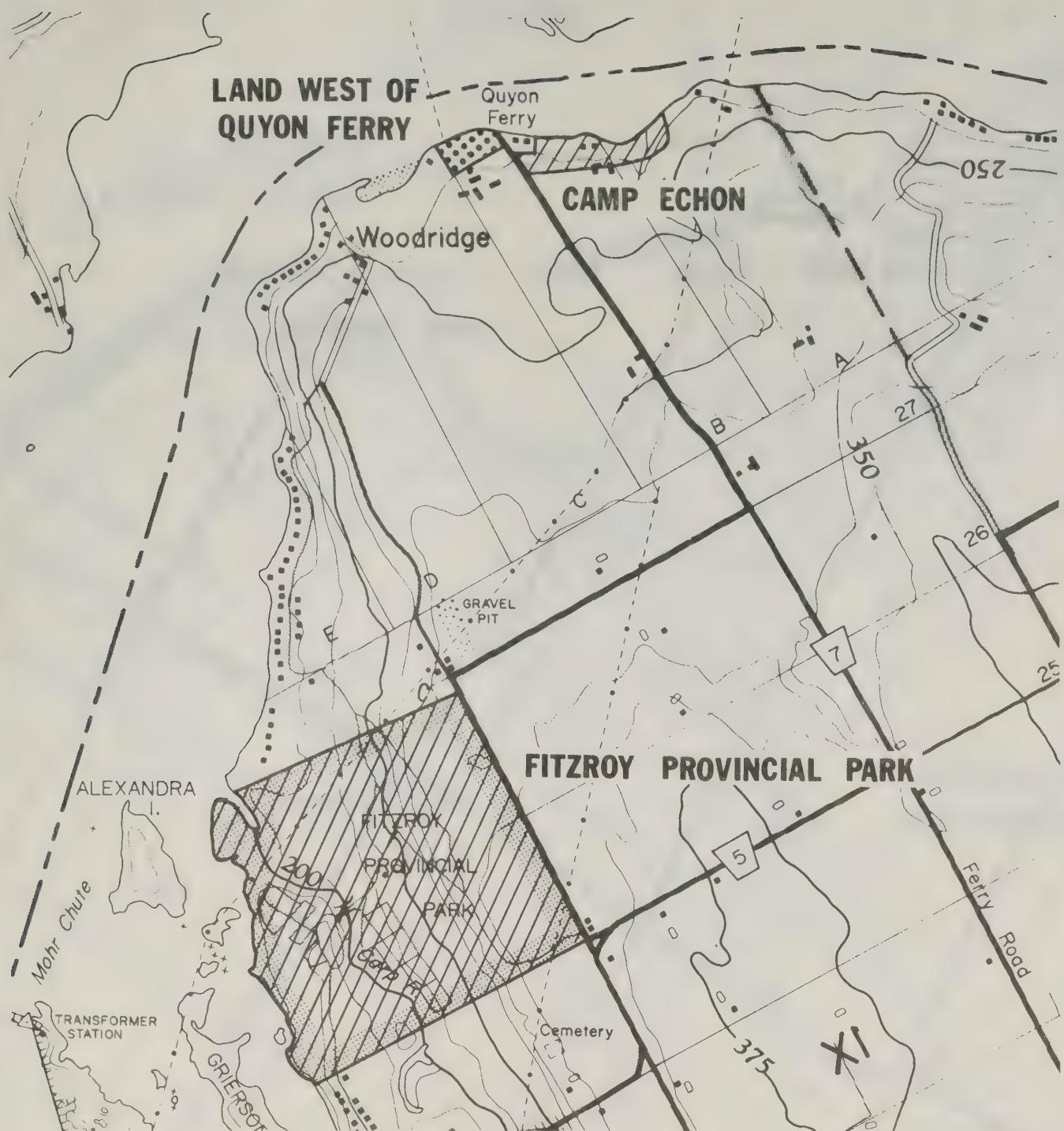
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Mètres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



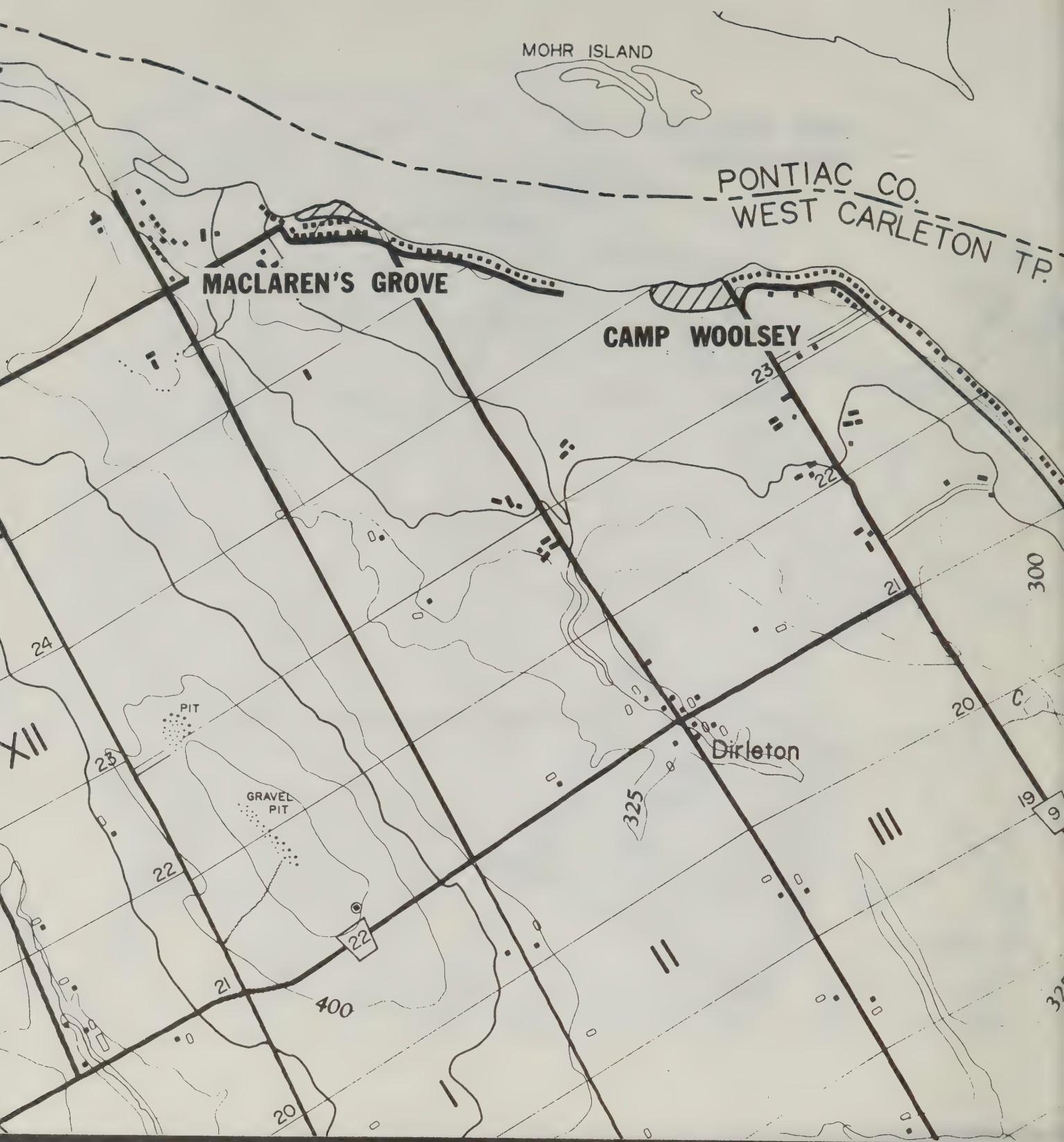
ZONE DE LOISIR (Existeante)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Metres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



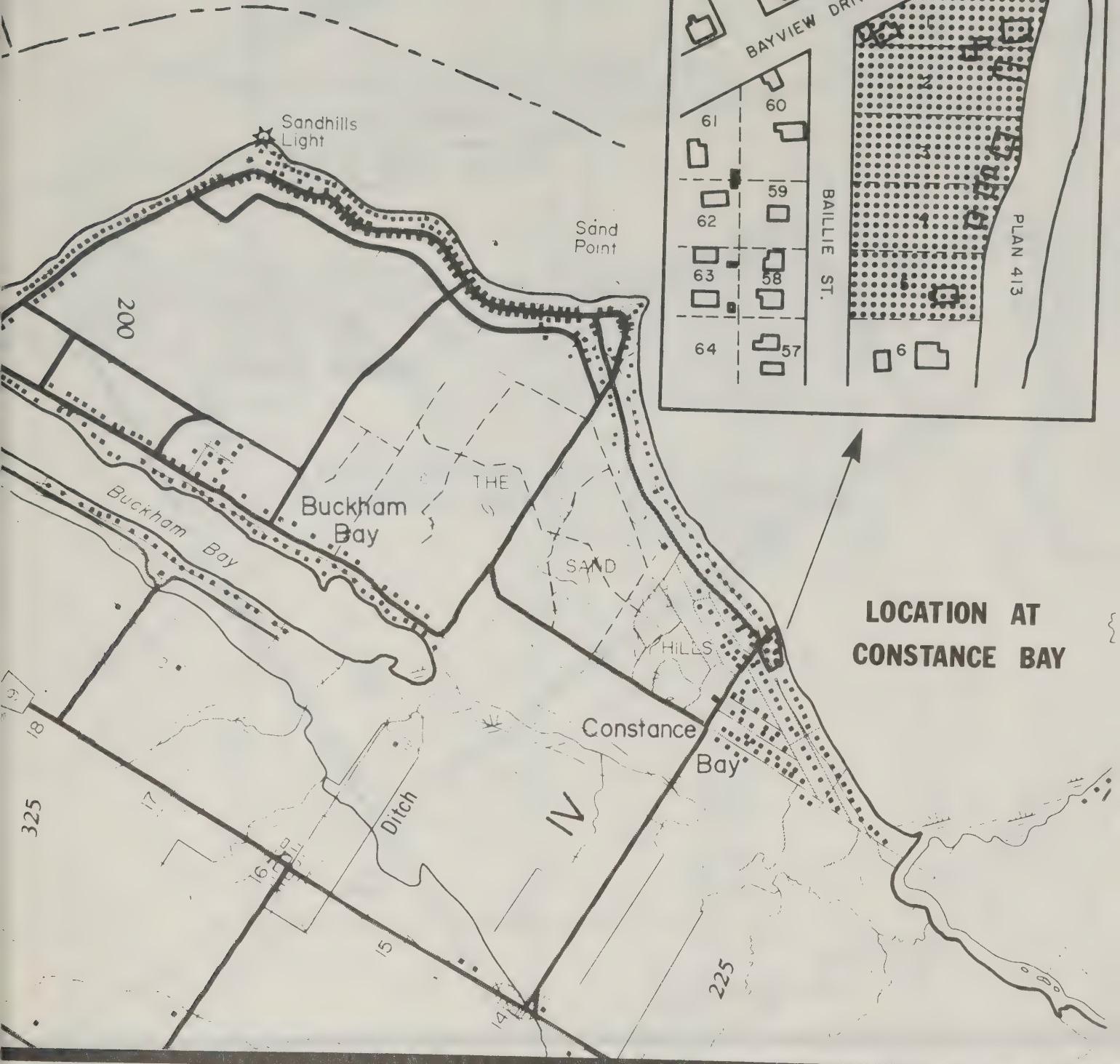
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Metres



**LOCATION AT
CONSTANCE BAY**

RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



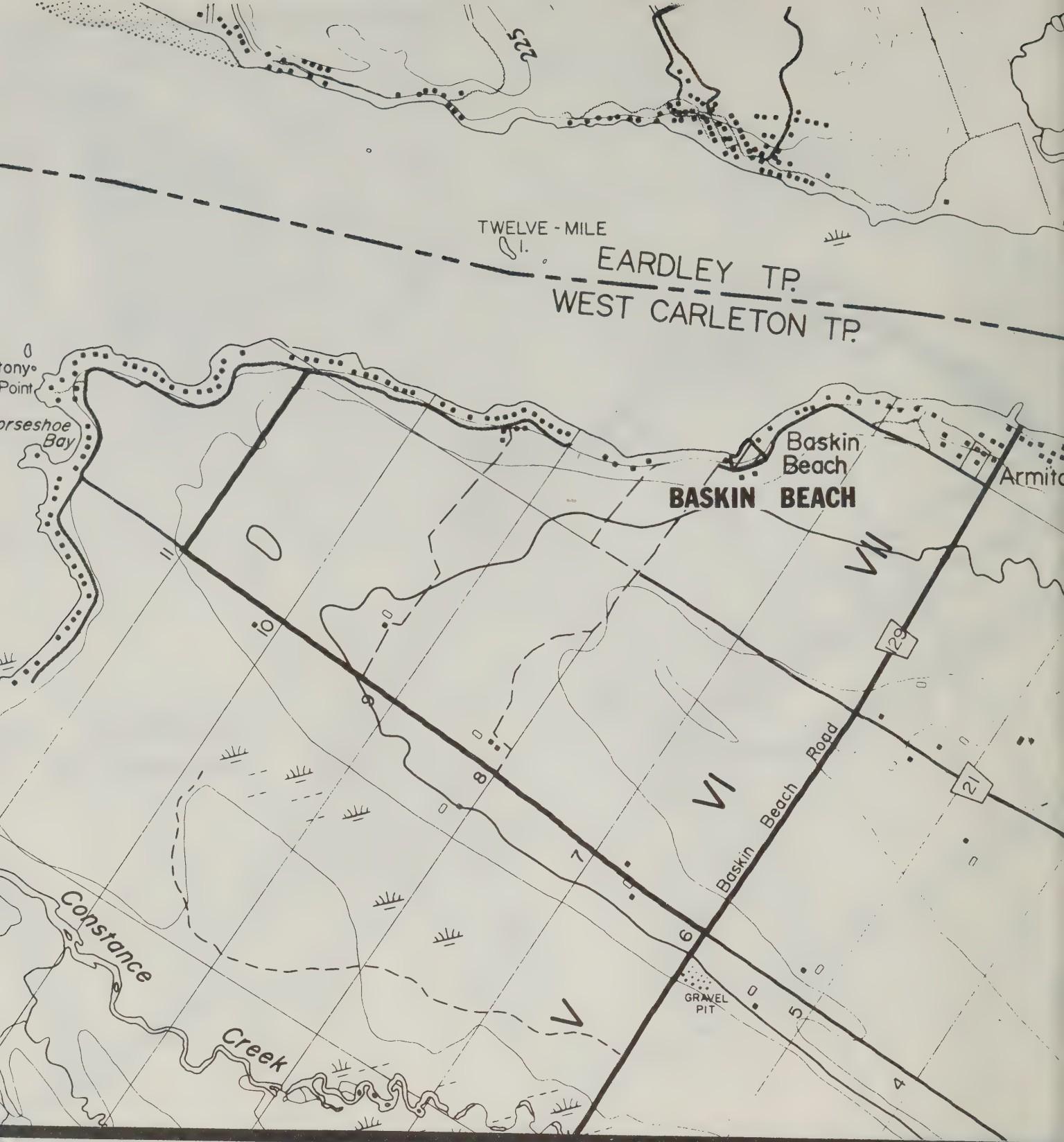
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 Miles 1
Metres 0 500 1000 Metres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



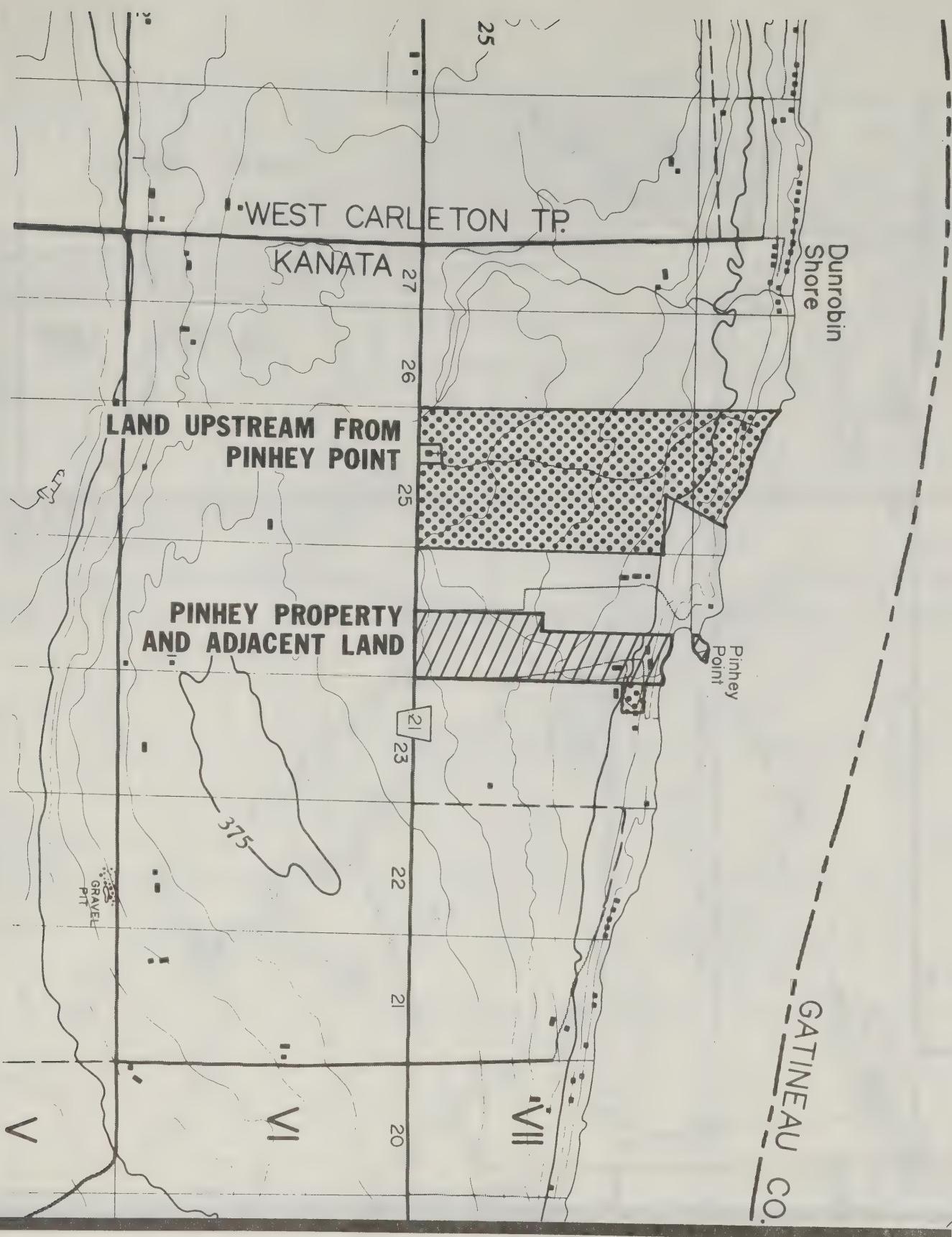
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 800 1000 Metres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



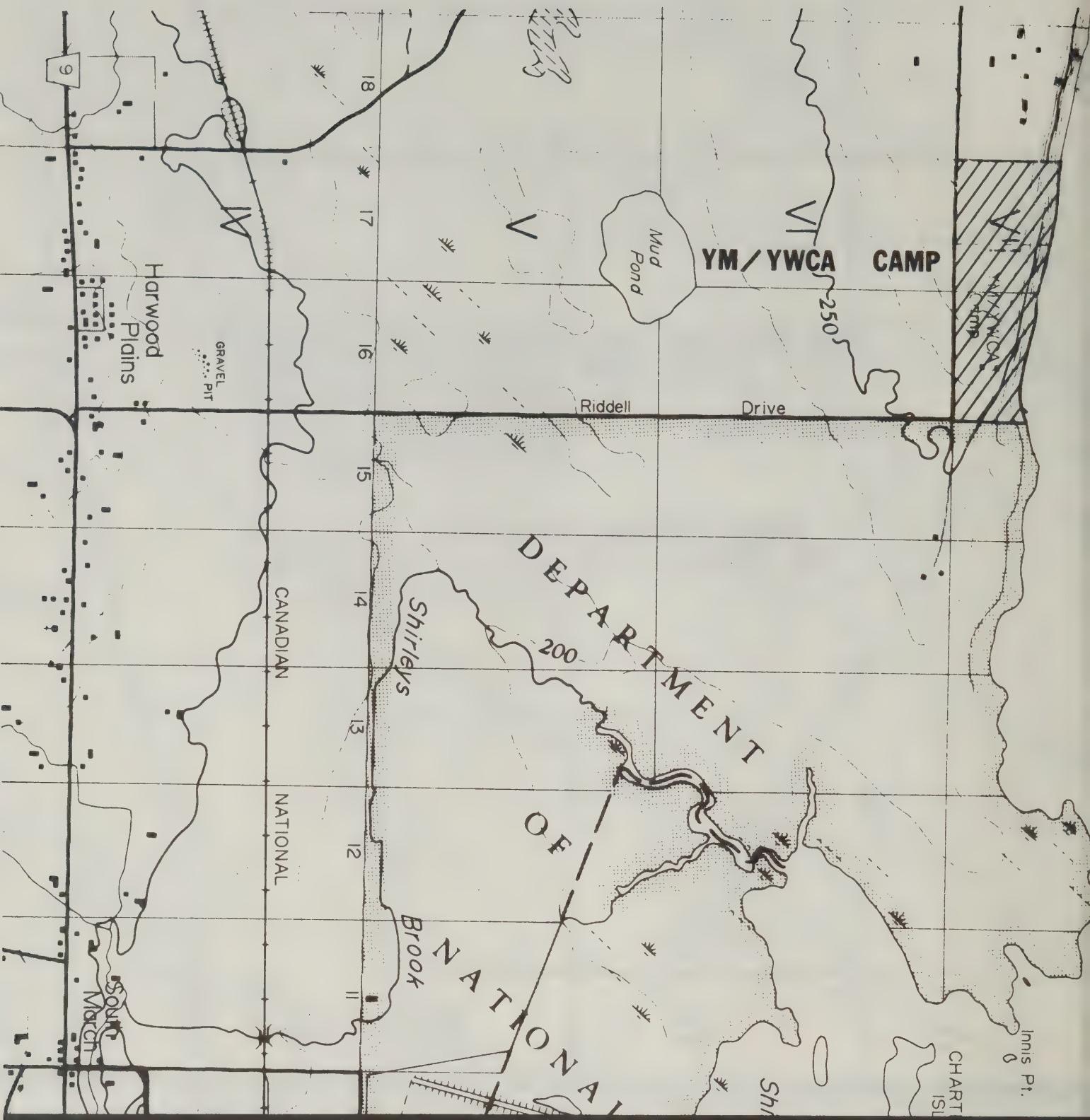
ZONE DE LOISIR (Existeante)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposee)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 800 1000 Mètres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)

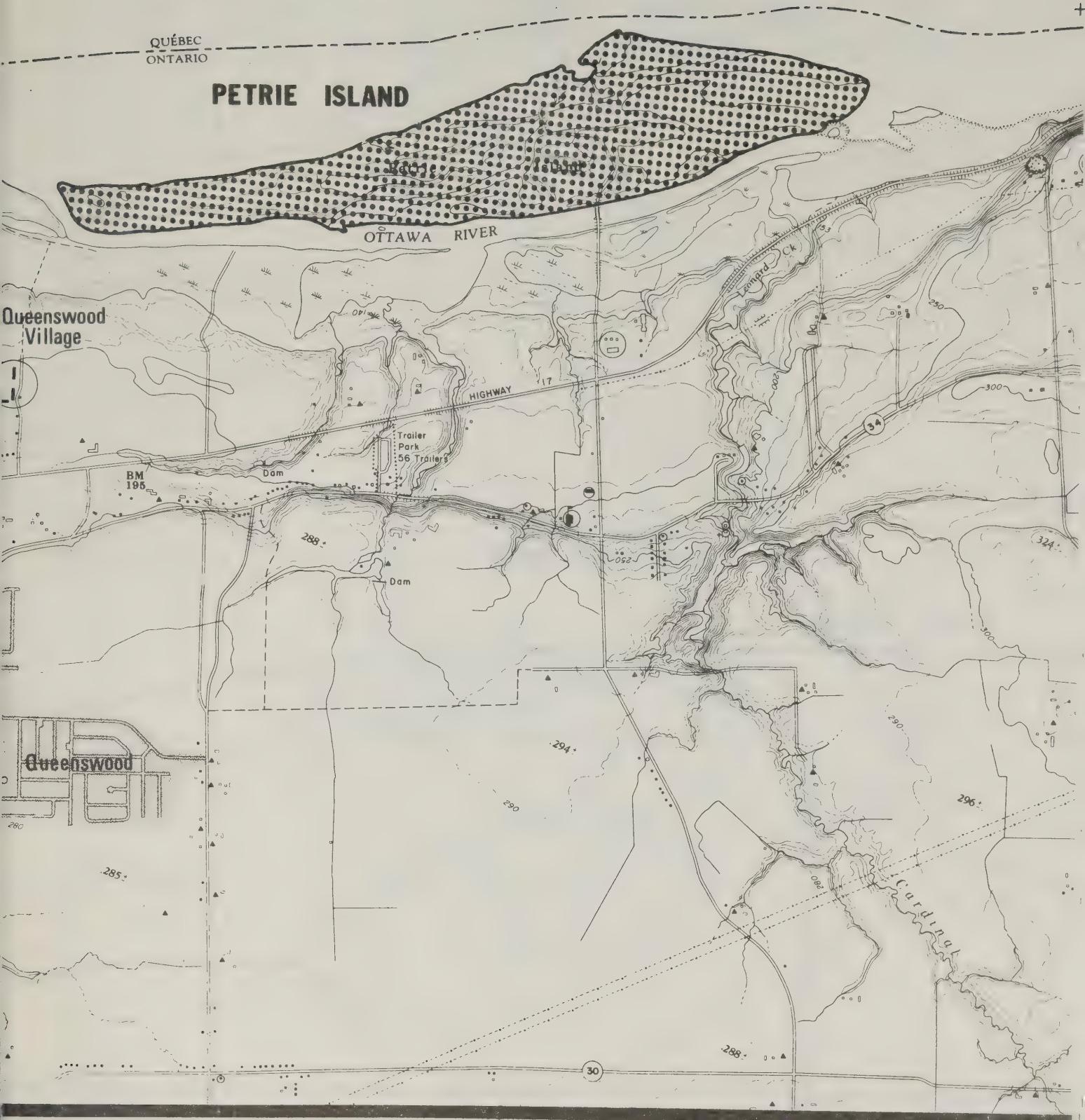


ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Metres

QUEBEC
ONTARIO

PETRIE ISLAND



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



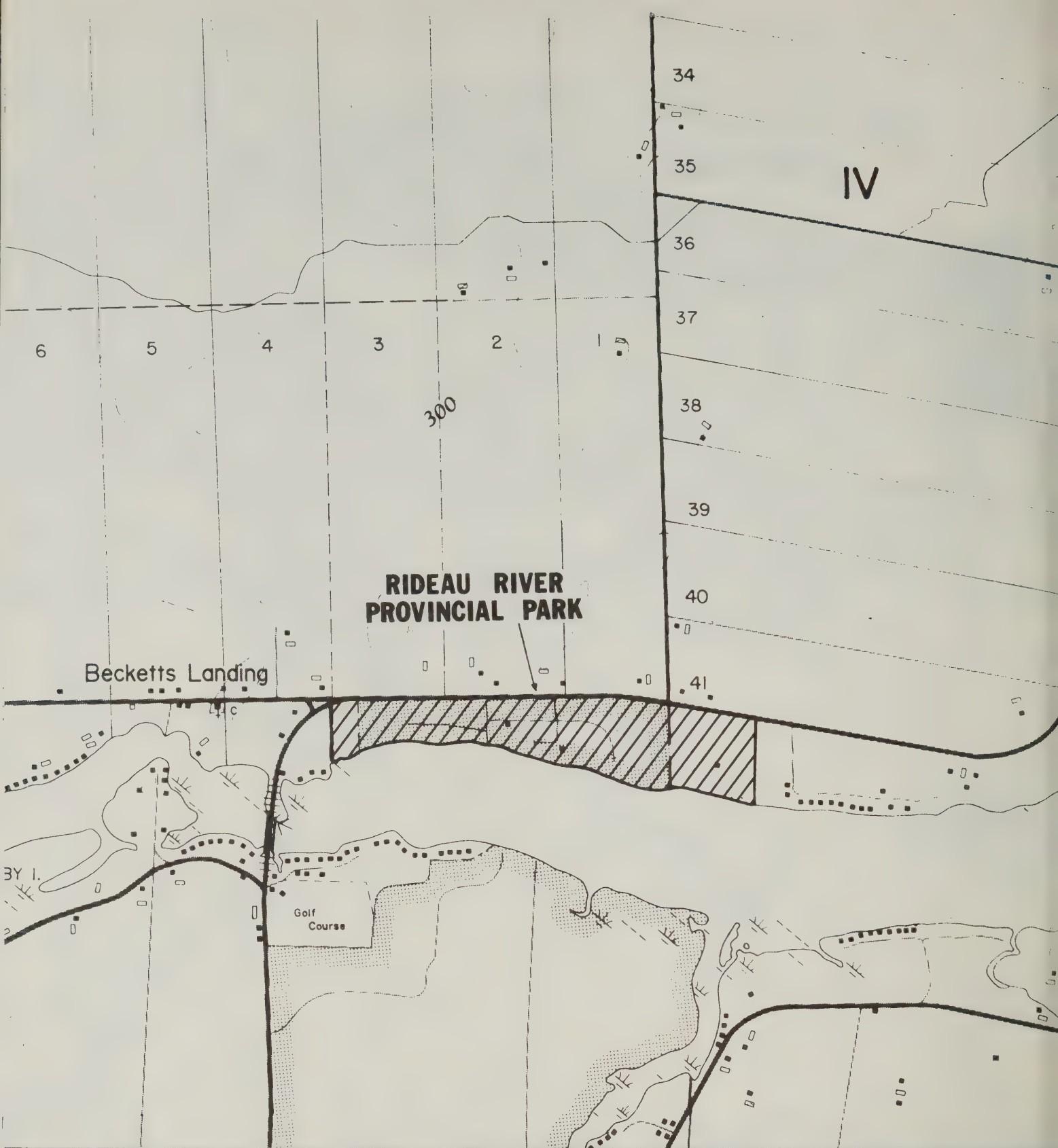
ZONE DE LOISIR (Existeante)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposee)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 800 1000 Metres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



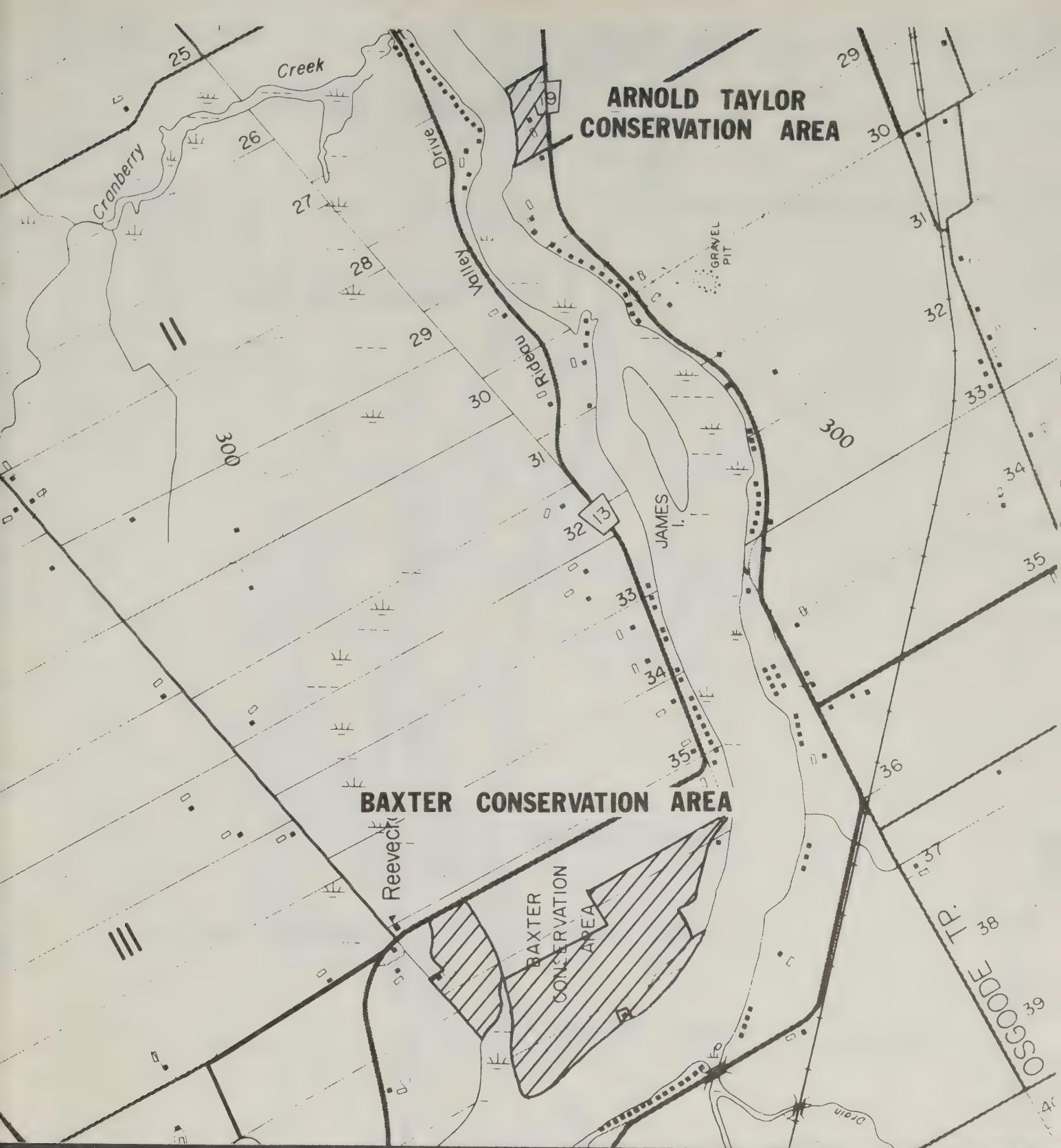
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Miles 0 Scale 1:25,000 Échelle
Metres 0 500 1000 Mètres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



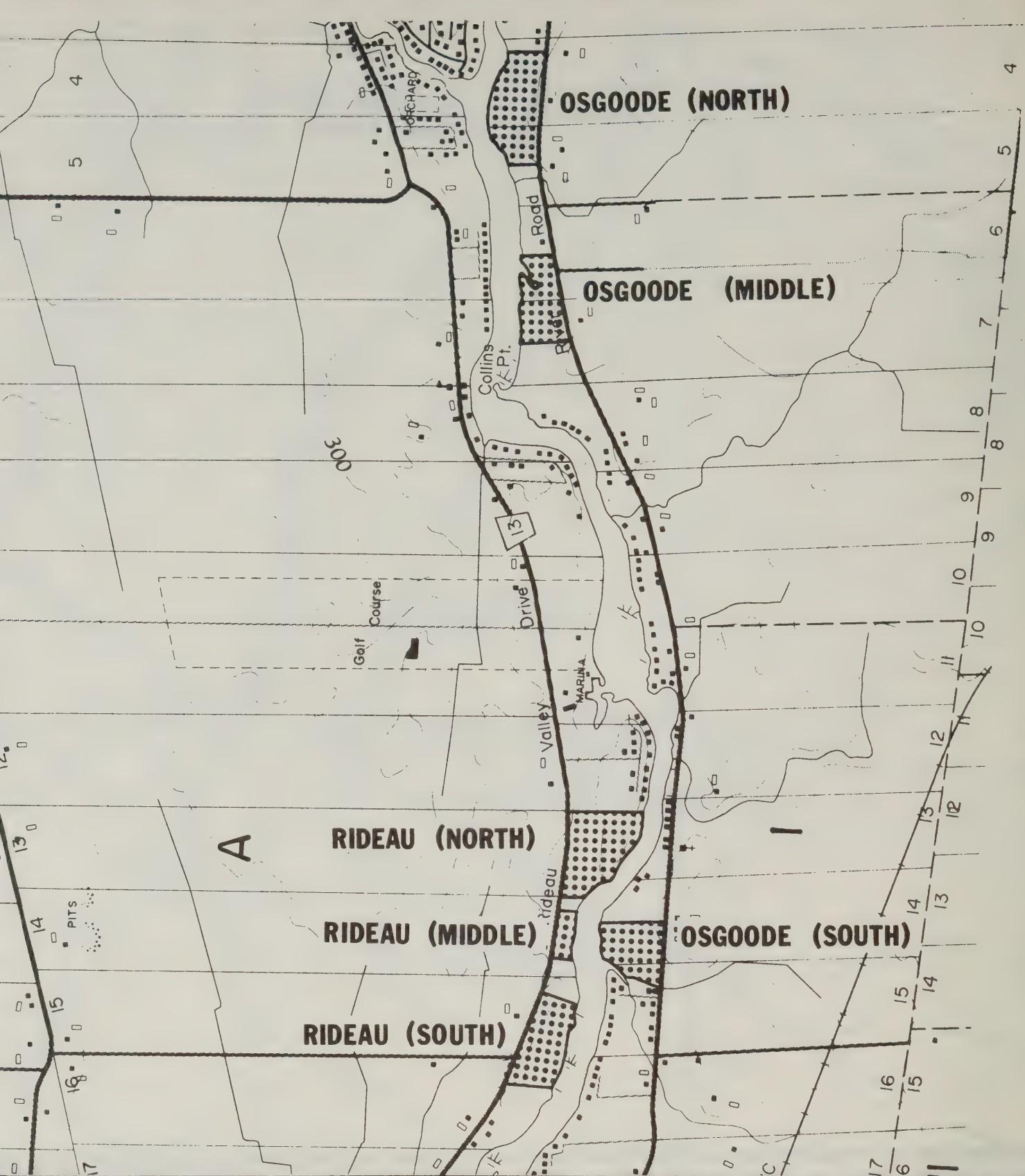
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Mètres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



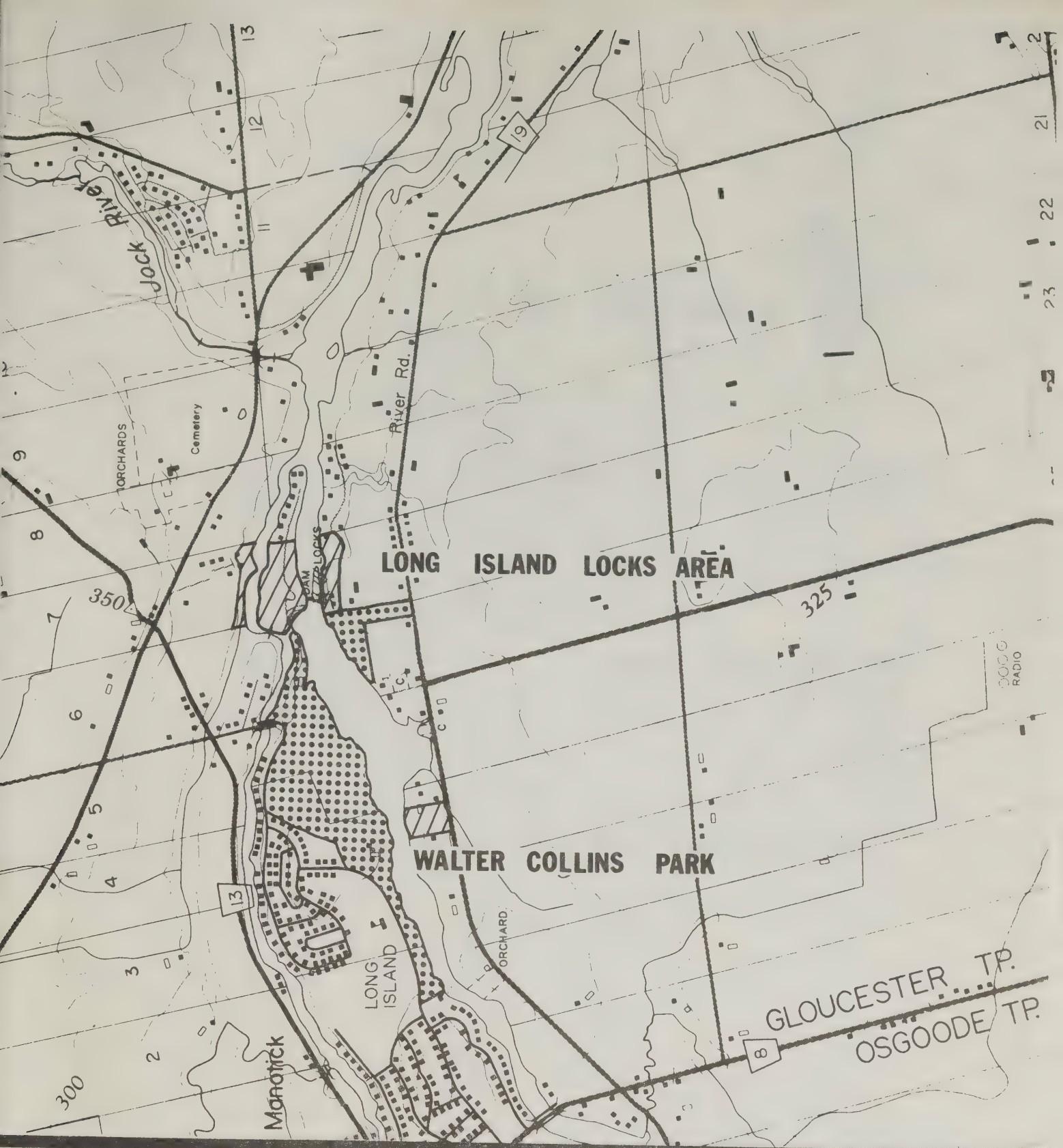
ZONE DE LOISIR (Existant)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle
Miles 0 1 Miles
Metres 0 500 1000 Metres



RECREATION AREAS

ZONES DE LOISIR

RECREATION AREA (Existing)



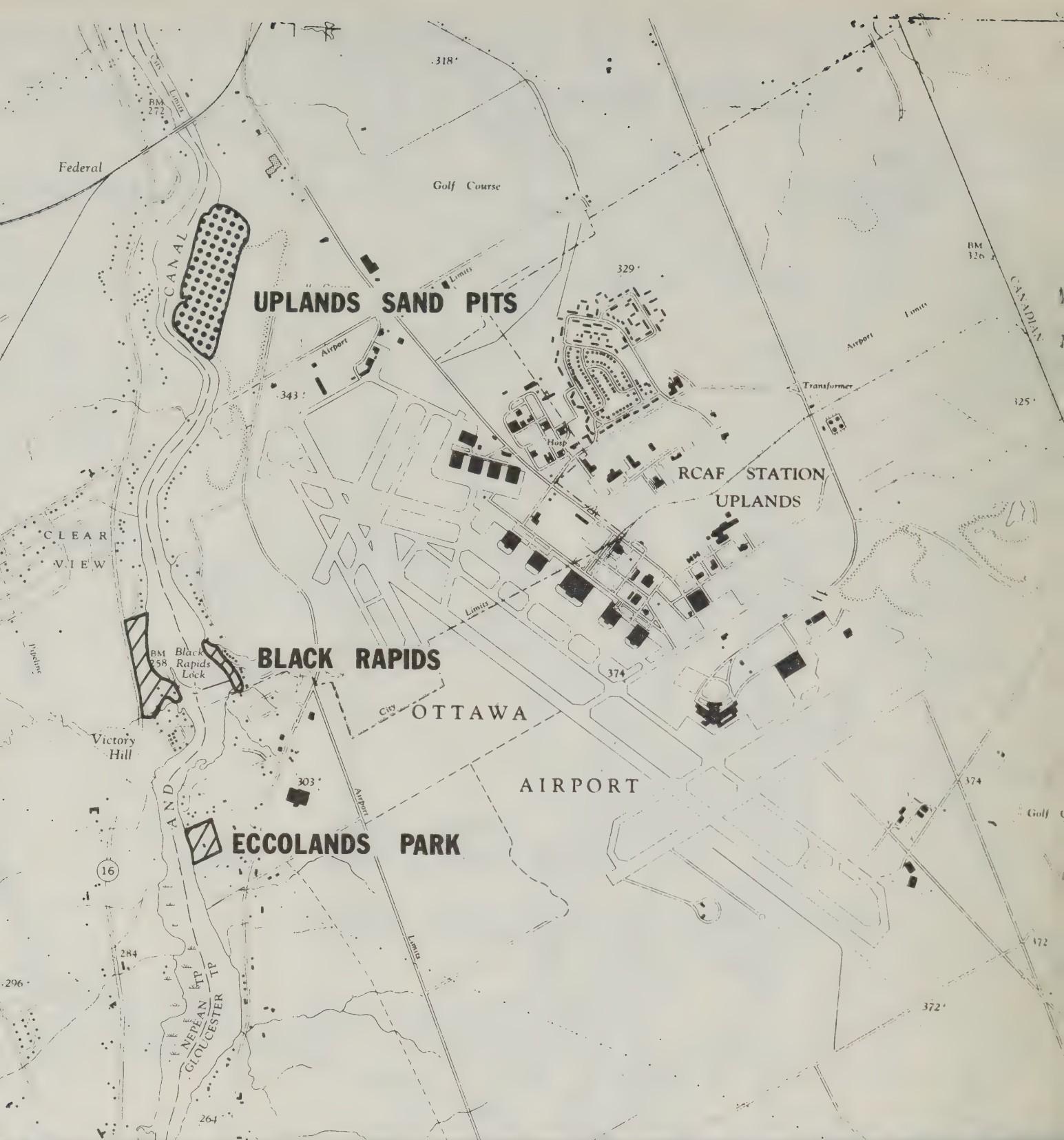
ZONE DE LOISIR (Existeante)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Miles 0 Scale 1:25,000 Échelle
Metres 0 800 1000 Mètres



RECREATION AREAS

RECREATION AREA (Existing)



ZONE DE LOISIR (Existante)

RECREATION AREA (Proposed)



ZONE DE LOISIR (Proposée)

Scale 1:25,000 Échelle 1:25,000 Miles 0 1 Miles
Metres 0 500 1000 Metres

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
PLANNING DEPARTMENT

SEPT 1980

LA MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON
SERVICE DE LA PLANIFICATION

SEPT. 19

OPERATIONAL POLICIES
OTTAWA AND RIDEAU RIVER CORRIDORS

INTRODUCTION

This report is one of three which sets out Council's policies towards the Ottawa and Rideau River Corridors. The other two are:

Amendment No. 20 to the Regional Plan,

Land Acquisition and Management -
Ottawa and Rideau River Corridors.

Operational policies are actions, operations or procedures to be undertaken or followed primarily by governments and their agencies (e.g. procedures relating to water level control) as opposed to land designation or land acquisition. These policies consist of both those Council itself will follow and those it will request be undertaken by other agencies. They are grouped under the following headings:

- recreation,
- water conditions,
- heritage,
- implementation.

The initial recommendations were contained in the 1978 river corridor report and were reviewed in detail with the affected agencies who came together to form a subcommittee of ACPAT.¹ As a result of this review, the Planning Department proposed revised operational policies which were contained in the report of February 1980. This report was distributed to the interested agencies and further comments were received.² As a result of these, final policies are now being recommended.

Although throughout the above process most of the comment on the operational policies was received from government agencies, reactions were also received from other sources - particularly recreation interest groups.

It should be noted that the response received from some agencies to some of the earlier policy recommendations were to the effect that in the context of today's conditions such a thing was "not likely to be undertaken at this time" or that "resources are not available to do this". In examining these types of comments staff has considered them in the light of alternative means of action and in the long term approach that is being recommended for the river corridors. It is recognized that some recommendations cannot be expected to be achieved immediately or cannot be initiated in the present economic or political climate. Where it is felt that, notwithstanding this, the original recommendation is valid in the long term, it has been maintained.

¹The Ottawa-Carleton Administrative Committee on Planning and Transportation, which consists of Federal, Provincial and Regional representatives.

²These are reviewed in detail in Volume 5 of the "Response to Issues Raised at River Corridor Public Hearings".

RECREATION

Discussion

The major issues relating to the recreational operational policies are reviewed below, however many of the suggestions that were received through the course of the public participation program from individual members of the public and from recreational groups are quite specific and these comments raise the question of the appropriate level of detail for this document. It was originally conceived as a policy document not a detailed action program. It is suggested that it should remain as such, in that the first step should be to get commitment to major key elements (e.g. the land designations, a land acquisition program, water quality improvement) after which it would be appropriate, to develop more detailed plans and action programs.² This is not intended to imply that many of the suggestions received are inappropriate or not valid but simply that the time to consider them is subsequent to the adoption of the more fundamental policies for the river corridors. The policy recommendations made later are however, complementary to the more detailed suggestions and do not prejudice their attainment.

A very fundamental suggestion transcending the recreational needs and opportunities of the river corridors, was made by the National Capital Region Amateur Sports Council³. It was that there is a need for some mechanism that could act as a coordinating body/information clearing-house with regard to the many different recreation needs in the region. Such a mechanism would in part act as the interface between the various recreation needs (clubs) and the various levels of government. It was pointed out that the many recreational interest have experienced problems in finding and obtaining suitable lands and facilities for their recreational pursuits. They are not aware of the lands and facilities that are already available and that could be put to multiple use, nor are they aware of what bodies to go to with their requests, nor how to make the most impact. Often they have to deal with more than one agency and they do not have the volunteer manpower to do this properly. It was suggested that the coordinating mechanism mentioned above could:

¹e.g. clean up Aylmer Island in the Ottawa River; construct a fishing pier at the Britannia filtration plant; erect a sign at Black Rapids to warn boaters of water skiers; ice boating would be very popular if part of the Lac Deschênes ice surface were kept plowed of snow.

²The development of more detailed plans and action programs within the framework of the river corridor study recommendations would most logically fall on the "delivery" agencies (e.g. area municipalities; the National Capital Commission; the conservation authorities; the Ministry of Natural Resources). However, depending on the role the Region decides to assume in land acquisition, development and maintenance it might also be involved. The Region should also bring each of the specific suggestions it has received to the attention of the pertinent agencies for review and consideration.

³A federation of some 50 amateur sports bodies.

- . look at specific needs relative to overall recreation needs;
- . develop an implementation strategy including bringing the diverse needs together to maximize the concept of multiple use;
- . advise and help groups in their negotiations with the various agencies including developing a coordinated approach to government agencies;
- . liaise with agencies so that their response to the various needs is also coordinated;
- . monitor and update the implementation strategy taking into account changes in trends and need (this could be assisted by the establishment of a standing committee consisting of the various recreation interests);
- . provide recreational interests with information relative to meeting their recreation needs (e.g. where public land and water access points are located; legal advice).

To meet this concern it is suggested that the National Capital Region Amateur Sports Council, the NCC and the area municipalities be brought together to determine the best mechanism to coordinate the provision of recreation facilities.

Because of the relative shortage of water access opportunities outside the greenbelt (this is discussed in the companion report "Land Acquisition and Management - Ottawa and Rideau River Corridors") where practicable -at the discretion of the area municipalities - unopened municipal road allowances providing access to the water and other undeveloped municipal land which fronts the shoreline should be made available for water access.

In the case of unopened road allowances, these do not have to be developed - nor may they be suitable for development - with facilities such as picnic sites or boat launching ramps as these are better suited for provision in the areas recommended for acquisition. Road allowances can however provide foot access for limited use.

With regard to other municipal lands, these may exist as "5% lands" as part of a subdivision and similarly may be used to provide small access points primarily for the use of local residents.

Related to the use of municipal lands is the possibility of providing trails along the water's edge where public lands exist or are provided. Such trail development may be able to be undertaken by private groups and need not have to depend on government initiative.

If the recreational potential of the river corridors is to be fully utilised not just by regional residents but also by visitors and tourists to the region it is advisable that as well as providing additional facilities, the corridors be "promoted" as a major asset of the region. In this regard several agencies such as the National Capital Commission, the Ministry of Industry and Tourism and Canada's Capital Visitors and Convention Bureau should promote the river corridors more fully. Related to this, it is recommended that as part of Amendment No. 20 to the Regional Plan Council designate scenic routes throughout both the corridors and adopt policies to protect the appearance along them when new development takes place.

The expansion of recreational opportunities in the corridors does not have to depend entirely on government initiatives. However contact with recreational operators suggests that financial assistance is likely to be required if the private sector is to play a fuller role e.g. loans may be required to stimulate development.

The sailing clubs stated that existing National Capital Commission lands are not generally available as bases for their operations nor is the N.C.C. developing facilities that they could use. When the N.C.C. has granted leases these have only been short-term (one to five years) making it difficult for the clubs to secure development loans and also risky to proceed with development when their future use of the land is uncertain.

Various boating interests expressed a series of concerns or suggestions: speed limits are not set or enforced, there is inadequate policing of the rivers, more navigation aids are needed on the Ottawa River, there are conflicts of different types of boating and no limits on total number of boats in certain areas (e.g. Dow's Lake and Mooney's Bay), and certain areas should be posted for special activities (e.g. water skiing, rowing). On these points it should be noted that Transport Canada, who are responsible for the Ottawa River, are not convinced of the need for additional navigation aids and Parks Canada (responsible for the Rideau River) advise that apart from Dow's Lake, additional boating controls on the Rideau River are not warranted at this time. The above issues require further examination between the interested parties.

A concern expressed by cyclists was that the river roads by being recognized as "scenic routes" would attract more cars, thereby making them less attractive for biking. They suggested that a paved shoulder for bikes be provided.

Although the draft official plan Amendment No.20 proposes a series of symbols be designated on the official plan schedule to show existing and future recreation areas the proposed open space linkage between the inside of the greenbelt and the future South Urban Community is not so shown. Because the alignment of this linkage cannot be determined until an overall plan for the South Urban Community has been prepared it is preferable that this policy appear as a textual statement rather than an official plan designation.

The operational policies follow but it should be noted that key recommendations relating to recreation are also contained in the separate report noted earlier on land acquisition and management.

Policies

Council will:

- 1) When reconstructing those parts of the designated scenic routes (Schedule F to the Regional Official Plan) that follow regional roads consider including the provision of pavement of sufficient width to accommodate a bicycle lane;
- 2) Request provincial government assistance in promoting the scenic routes;

- 3) Review with the National Capital Region Amateur Sports Council, the National Capital Commission and area municipalities the best mechanism to act as a coordinating body/information clearing-house with regard to bringing together the various recreation "demand"/and "supply" elements in the river corridors.
- 4) In developing plans or when approving or considering local official plans, plans of subdivision, severances, restricted area by-laws and site plans or amendments to one or more of them for the South Urban Community and the Uplands Sand Pits area make provision for a linear open space system (as close to the Rideau River as is practicable) to connect the Long Island Locks area to the lands inside the greenbelt.

Council will request Area Municipalities to:

- 1) Clear, or otherwise open, unopened road allowances to provide foot access to the water and signpost same;
- 2) Make usable at least for local residents, other undeveloped municipal land adjacent to the water and having access from a public right-of-way.

Council will ask Parks Canada to:

- 1) Act as the lead agency to which questions or suggestions pertaining to boating controls for different stretches of the Rideau River may be directed.

Council will request the National Capital Commission to:

- 1) Either develop facilities itself or make available some of its land on long term leases for recreational development by others (municipal, clubs, private operators), providing such developments are compatible with the river corridor objectives;
- 2) Emphasize the river corridors in its literature and promotion of the National Capital Region.

Council will request the Ministry of Natural Resources to:

- 1) Provide financial assistance to private groups or agencies for the development and maintenance of trails which either provide access to or run adjacent to the shoreline.

Council will request Transport Canada to:

- 1) Act as the lead agency to which questions or suggestions relating to navigation aids and boater safety on the Ottawa River may be directed.

Council will request the Ministry of Industry and Tourism to:

- 1) Promote the Ottawa and Rideau River corridors in provincial tourist brochures.

- 2) Maintain up to date information on tourist uses and needs that relate to the river corridors.

Council will request the Eastern Ontario Development Corporation to:

- 1) Provide increased funds for loans or act as a loan guarantor to assist private operators to establish new or expand existing recreation facilities.

Council will request Canada's Capital Visitors and Convention Bureau to:

- 1) Include material on the river corridors and scenic routes when promoting tourism in Ottawa-Carleton.

WATER CONDITIONS

Introduction

Because of the many different demands placed on the waterways, the fact that not all water uses are compatible with one another, and the high recreational importance which Council has attached to the river corridors - which in large measure is because of the opportunities for water recreation, there is a need for special attention to be devoted to water conditions.

Major elements pertaining to water conditions that require consideration and policy are:

- . water quality,
- . weed growth,
- . timber transport,
- . water level control,
- . filling and dredging in flood plains,
- . erosion.

WATER QUALITY

Discussion

On the Ottawa River, the Templeton sewage treatment plant is under construction and once operational will treat all the domestic sewage which currently enters the river untreated from the urban area on the Quebec side of the river. However, until the plant is in operation it will not be known to what degree the water quality of the Ottawa River downstream of the urbanised area will improve.

On the Rideau River, water quality in the urban area upstream of Hog's Back has greatly improved over the last decade since continuous efforts were instigated to track down and rectify sources of pollution. Further initiatives are however needed if all stretches of the river are to become suitable for swimming and in 1979 the Rideau River Stormwater Management Study commenced to look at the problems resulting from storm runoff (this three year study involves municipal, regional, provincial and federal participation).

The improvement of water quality is a critical component towards optimising the recreational use of both rivers. If sufficient improvement is achieved this will increase the use that can be made of existing sites in the urban area and also those that are proposed in the Ottawa Corridor downstream of the urban area.¹

Policies

Council will request Environment Canada to:

- 1) Continue its present program of monitoring the quality of the Ottawa River and once the Templeton Sewage Treatment Plant is operational review with the Ontario and Quebec Environment Ministries whether further actions are required and practicable to make the Ottawa River within and downstream of the urbanized area suitable for recreation, particularly for swimming.

Council will request the Ministry of Environment to:

- 1) Determine in conjunction with other agencies (on concluding the Rideau River Stormwater Management Study) what further steps are practicable towards making the Rideau River fully suitable for recreation; particularly swimming;
- 2) Develop and apply a policy towards rural runoff in the Rideau watershed.

Council will:

- 1) Assume with area municipalities the responsibility for stormwater collection and treatment as is permitted under the Regional Municipality of Ottawa-Carleton Act and ensure that as much as possible this source of pollution is minimized;
- 2) Take other appropriate pollution abatement measures in accordance with water quality improvement plans as may be prepared for the Ottawa and Rideau Rivers after completion of the works/studies currently underway.

WEEDS

Discussion

From the standpoint of action by public agencies, a weed control program is needed for the Rideau River both for boating and for beach use. On the Ottawa River it is justified only insofar as public beaches may be developed and whichever agency maintains these beaches should be responsible for weed control (the recommendations for such are discussed in the separate report "Land Acquisition and Management - Ottawa and Rideau River Corridors").

¹Shoreline in Orleans and Petrie Island - see the "Land Acquisition and Management" report.

The Rideau Valley Conservation Authority advises that although previously it had used herbicides as a means of weed control, in 1978 through a contractor it did experimental weed cutting on Kemptville Creek and was impressed with the results. In 1979 it used a weed cutter exclusively instead of herbicides. Under its contract with Parks Canada to maintain the navigable channel it cleared 22 acres of weeds and also cleared another 4 acres for its own purposes (all work was undertaken by a contractor at a cost of \$195 per acre). It found that the weed cutter worked well in shallow water and manoeuvered easily. The harvester collected on board all the cut weeds including the algae mats. With the permission of farmers abutting the river the weeds were deposited on their land. At present no use has been found for cut weeds but research is being undertaken at the University of Guelph and if a market is found this will help offset the cost of operations. It found that both from the point of view of effectiveness of removal and of cost the weed cutter was competitive with herbicides. In addition, by removing the weeds from the water the nutrient loading that otherwise would result from decaying weeds is removed. Weeds have to be cut twice each season and this is the same frequency as the application of herbicides. It intends to continue using the weed cutting method exclusively and has approached the Ministry of Natural Resources for financial assistance so it can cut more areas than just those that Parks Canada pays for. In future it will be cutting larger areas than it was able to do in 1979 and will be investigating cost sharing arrangements with cottage associations and individual landowners.

Policy

Council will request the Rideau Valley Conservation Authority to:

- 1) Develop in conjunction with other interested parties a comprehensive weed control program for the Rideau River.

TIMBER TRANSPORT

Discussion

Timber transport is undertaken only on the Ottawa River. It lessens the potential of the river for boating and contributes to pollution of the river. Neither of the two private log driving companies conducts a systematic program of stray log removal.

Boating interests are concerned about stray logs on the Ottawa River, particularly in Lac Deschênes where most of the sailing is undertaken. A less frequently expressed concern relates to "policing" log transport and the location of the log booms.

The Department of Public Works who is ultimately responsible for overseeing log transport advise that "historically" the order of precedence on the Ottawa River is firstly for navigation (which includes log driving), secondly for hydro-electricity generation and thirdly for recreation. It advises that specific problems resulting from timber transport should be directed to the timber transport companies first, before being brought to it.

Policy

Council will request the Department of Public Works to:

- 1) Act as the lead agency to which questions or suggestions pertaining to timber transport on the Ottawa River may be directed.

WATER LEVEL CONTROL

Discussion

For the Ottawa River the public's concerns revolve around the question of fluctuating water levels primarily as these affect recreation but also with regard to waterfront property. Various suggestions received include building a combined bridge and control dam at Deschênes Rapids, maintaining levels constant during the boating season and notifying boaters in advance of water level changes.

Advice from the Department of Public Works is that the presence of the dams on the Ottawa River greatly improves the river's regime in that prior to their construction the ratio between high and low flow was 33 to 1 and this has been reduced to 10 to 1. This amounts to an increase of 20,000 cubic feet per second (cfs) in the natural low flow and a 40,000 cfs reduction in the natural high flow - any greater improvements could only be realized by building additional storage capacity. During the spring, or filling period, the dams are operated to minimize the incidence of flooding and in summer are operated primarily in the interests of navigation. During the winter, or emptying period, the storage is released uniformly for the benefit of electricity generation. With regard to Lake Deschênes, once the spring freshet has passed, the fluctuation for the rest of the year is within a range of one and a half feet. The Department of Public Works also advises that an Ottawa River Regulation Planning Committee has been formed and is studying means to improve the levels and flows of the river, primarily for flood reduction. The committee consists of the federal departments of Public Works, Transport, Fisheries and Oceans, and Environment; the Ontario and Quebec Natural Resources ministries and the Ontario and Quebec hydro companies. The final report is expected in 1980 and may include a recommendation to establish a permanent organization for regulating the river.

For the Rideau River the concerns expressed relate to spring flooding, that the river used to be and should be lowered more in the fall than it is today and the fact that in some years the manner in which the levels have been regulated in spring have led to fish spawn being left high and dry at certain times and ducks' nests being flooded at others.

Parks Canada advises that it recently had a consultant review its water level control procedures but the fact that the Rideau River has no storage capacity downstream of Smiths Falls limits the extent to which it can prevent flooding. Prior to 1976 it lowered the river three feet in the fall but now the practice is to lower it one foot in the fall and another two feet prior to the spring freshet. The reason the water is lowered only one foot in the fall is to avoid exposing (and therefore

freezing) muskrat nests, other wildlife and shore vegetation, and to avoid "ice jacking" of wharves (when the level rises with the freshet the ice would otherwise raise the wharves). Although therefore, Parks Canada only lowers the water one foot in the fall, the total lowering prior to the freshet is still three feet.

With regard to the exposure of the fish spawn, Parks Canada, starting in 1980, will advise the Ministry of Natural Resources before it intends to lower the water so that it in turn can be advised as to the fish spawn situation. The flooding of ducks' nests results from the spring freshet and lack of water storage capacity precludes preventative measures.

The above remarks reveal that there is a noticeable gap between what the general public and recreational interests believe are the opportunities for remedy and what the agencies advise is practical. Nevertheless the existence of the Ottawa River Regulation Planning Committee and the new procedures that are aimed at protecting fish spawning on the Rideau River indicate that there is some room for modifications in present practices. In particular, the committee for the Ottawa River might be a starting point, with the addition of other agencies if necessary, for considering aspects additional to water level regulation.

Policies

Council will request the Department of Public Works to:

- 1) Determine in conjunction with other agencies (on conclusion of the study of the Ottawa River Regulation Planning Committee) whether further actions are practicable towards regulating the flow of the Ottawa River in order to prevent flooding and also improve the regime for water recreation.

Council will request Parks Canada to:

- 1) Act as the lead agency to which questions or suggestions pertaining to water level control on the Rideau River may be directed.

FILLING AND DREDGING IN FLOOD PLAINS

Discussion

The question of dumping fill and dredging is separate from that of erecting new buildings in flood plains, which latter matter is dealt with as part of Amendment No. 20 to the Regional Plan.

Both dumping fill and dredging may adversely affect fish spawning areas and also marshes used by waterfowl and as such should be subject to regulation. On the Rideau River the Rideau Valley Conservation Authority has fill and construction regulations in place but on the Ottawa River such cannot be enacted because the flood plain has not been defined.

Policies

Council will request the Mississippi Valley and Rideau Valley Conservation Authorities to:

- 1) Undertake flood plain mapping for the Ottawa River through the National Flood Damage Reduction Program and define the "fill and construction line" within the Region;

Council will request the Ministry of Natural Resources to:

- 1) Ensure surveillance over dumping of fill and dredging in the Ottawa River so as to protect fish spawning areas and marshes used by waterfowl.

Council will request both Parks Canada and the Rideau Valley Conservation Authority to:

- 1) Ensure surveillance over dumping of fill and dredging in the Rideau River so as to protect fish spawning areas and marshes used by waterfowl.

EROSION

Discussion

Erosion is a concern primarily on the Rideau River between Manotick and Mooney's Bay where in places it is proceeding at up to one foot per year. The Rideau Valley Conservation Authority has commissioned a study to determine what remedial works are required for the west bank of the river between Manotick and Carleton Lodge and depending on the recommendations may be instigating measures in 1981.

Policy

Council will request the Rideau Valley Conservation Authority to:

- 1) Expand its activities with regard to determining actions required to prevent erosion and to undertake same.

HERITAGE

Discussion

Both the Ottawa and Rideau Rivers are of important historical significance. The Rideau in Ottawa-Carleton is part of the canal and river system joining Kingston with Ottawa. Although never used for its intended military purposes, the waterway played an important role in early trade and settlement, and as such is an important reminder of the early development of this region. Evidence of this heritage is not simply the waterway itself, but is more tangibly expressed in the locks and lock masters' houses and in the nineteenth century domestic architecture that is to be found both in the villages and as isolated buildings along the river. The heritage value of the Rideau is such that the whole system has been declared to be of national historic significance by the Minister of Indian and Northern Affairs.

The Ottawa River is of historical significance as it was part of the highway of the explorer, missionary and fur trader to the west. In more recent times it gained its importance from the timber trade and the harvesting, delivery and processing of white pine timber was by far the most important factor in the settlement and industrial development of the Ottawa valley. Today, the transporting of logs and the log booms are perhaps the most evident links with the past since, unlike the Rideau, fewer buildings reflecting the river's heritage are to be found along its shores.

Preserving the heritage value of the river corridors implies several considerations of which perhaps the most obvious is the protection from demolition of those buildings or other structures that are of historic interest. Heritage preservation goes beyond this, however, and involves several other facets. It implies the preservation of groups of buildings; the protection of buildings' settings so that they are not overwhelmed by new development; the restoration of buildings to an authentic historical appearance and the avoidance of the desecration of buildings. It also involves interpretation of the heritage to the public by displays, plaques, restorations or other means.

In 1971 the federal and provincial governments stated:

"To interpret the character of the waterway corridor, human and natural history centres should be established in and around preserved, reconstructed or restored structures or at known archaeological sites. All significant pre-1880 structures, both public and private, should be given special consideration. Through the National Historic Parks Service, the Ontario Heritage Foundation and the Ontario Department of Municipal Affairs, the development of historic zones should be encouraged with related scenic driveways, located both within or immediately adjacent to the corridor. Federal and provincial departments and local historical societies should participate in a program to expand and improve site marking and publish promotional literature on the history of all facets of the total waterway corridor."¹

While municipalities have authority for designating historic buildings under the Ontario Heritage Act, it would be beneficial if there was an overall plan which would include establishing heritage themes for each river, preparing a mutually agreed to inventory of heritage structures and sites, identifying interpretation needs and opportunities, allocating priorities for acquisitions, restorations and development, and assigning responsibilities between agencies.

Much information to assist in the above already exists but it has not all been brought together into a comprehensive action program. Because there should be a "corridor wide" approach to heritage planning of the Ottawa and Rideau Rivers, because of the data, technical resources and experience possessed by the senior levels of government and because they themselves have recognised (at least for the Rideau River) the importance of heritage as an objective, it would seem reasonable for the Region and area municipalities to expect the senior levels of government to display leadership in this field.

Policies

Council will request Parks Canada, the Ministry of Culture and Recreation and the National Capital Commission to:

- 1) Prepare and publish (in consultation with municipalities and other interests) a comprehensive action program for protecting, restoring and

¹Canada-Ontario, Rideau-Trent-Severn Study Committee, The Rideau, Trent, Severn - Yesterday, To-day, To-morrow, 1971, p.10.

interpreting the heritage assets of the river corridors, which action program, once prepared, may require the participation of other agencies in implementation.

Council will:

- 1) When reviewing subdivision and severance applications, local official plans and zoning by-laws, establish such requirements as may be necessary to protect significant heritage sites, buildings and building groups.

Council will request Area Municipalities to:

- 1) Designate under the Ontario Heritage Act those buildings or building groups that are identified either by the municipality or other government agencies as being of significance to the heritage of the river corridors;
- 2) Prepare policies in their official plans and zoning by-laws for protecting heritage sites, buildings and building groups.

Council will request Canada's Capital Visitors and Convention Bureau and the Ministry of Industry and Tourism to:

- 1) Utilize heritage themes and resources of the river corridors when promoting tourism in Ottawa-Carleton.

Council will request Private Heritage Groups to:

- 1) Provide information and other assistance (historical information, further research, restoration or interpretation advice) relative to the heritage of the river corridors.

IMPLEMENTATION

Many of the policies contained above are dependent on actions by agencies other than the Regional Municipality for execution. As author of this report the Region should be prepared to initiate discussions with these agencies to obtain their commitment to same or to any modifications as may be mutually agreeable. It is also recognised that in addition to obtaining agency commitment, there is a need to ensure co-ordination of action particularly with regard to timing of implementation.

Policy

Council will:

- 1) First work to obtain agency commitment to the specific policies (described above). Those agencies who are able and willing to involve themselves in implementation will be invited to form a committee to coordinate and monitor implementation, one of whose tasks will also be to identify the desirability of establishing at some future date new organizational structures for specified purposes.

